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ABSTRACT

This report focuses on the dramatic increase in and intensity of binge drinking (consuming more than five drinks in one sitting) on American college and university campuses--now considered the number one substance abuse problem in American college life. Anecdotal evidence indicates that many students drink more, more frequently, and with the express purpose of getting drunk. Forty-two percent of all college students reported that they had engaged in binge drinking in the previous 2 weeks. Data on specific groups, such as college women or students living in fraternities and sororities, paint an even grimmer picture. The problem of alcohol abuse also has a profound ripple effect on the entire campus community, leading to unplanned pregnancies, acquired immune deficiency syndrome (AIDS), injuries, suicide attempts, vandalism, assault, rape, and poor academic performance. College administrators feel paralyzed in teaching students to drink in moderation, as nearly three-quarters of their populations are legally underage. Action to curb alcohol abuse has involved policies restricting availability and imposing sanctions and programs promoting alcohol-free activities or peer counseling. Recommendations are presented for changing the alcohol culture on campuses and defining responsibilities of key players. The Alcohol Awareness Index, a checklist identifying the degree to which a school creates an alcohol-responsible environment that does not support abusive drinking, is appended. (Contains 73 reference notes.) (JDD)

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Rethinking Rites of Passage: Substance Abuse on America's Campuses

A Report by the Commission on Substance Abuse at Colleges and Universities

June 1994

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FOREWORD

The abuse of legal and illegal drugs is rampant in our society. The consequences of abuse and addiction are devastating and they pose a major threat to America's most precious asset, its young people. Tragically, for many students on our nation's college and university campuses, substance abuse, particularly excessive alcohol consumption--"binge drinking"--has become as much a part of the college experience as studying.

In the fall of 1992, the Center on Addiction and Substance Abuse at Columbia University--CASA--convened a distinguished Commission on Substance Abuse at Colleges and Universities with members ranging from college presidents and coaches to lawyers, senators and doctors. Over the past two years, the Commission has examined the abuse of all substances--tobacco, alcohol, steroids, pills and illegal drugs--at institutions of higher learning through interviews, focus groups, hearings, and reviews of available data and literature.

The Commission's first report, "The Smoke-Free Campus" was issued in August 1993 and sent to 3,100 colleges and universities. That report urged colleges and universities to adopt campus-wide smoke-free policies and resulted in a significant number of schools going completely smoke-free.

This second report focuses on the dramatic increase in and intensity of binge drinking--consuming more than 5 drinks in one sitting--on American campuses. The Commission found that abuse of illegal drugs--notably marijuana, hallucinogens, heroin and cocaine still exists. However, the evidence is overwhelming that binge drinking is the number one substance abuse problem in American college life. What was once regarded as a harmless "rite of passage" has in the 1990s reached epidemic proportions:

- **One in three college students now drinks primarily to get drunk.**
- **The number of women who reported drinking to get drunk more than tripled--between 1977 and 1993. The rate now equals that of men.**

The disastrous consequences of binge drinking--including death, violence, rape and the spread of sexually transmitted diseases, such as AIDS--are on the rise as well. The rite of passage on America's campuses has become a dangerous, sometimes deadly journey for young college men and women:

- **95% of violent crime on campus is alcohol-related.**
- **90% of all reported campus rapes occur when alcohol is being used by either the assailant or the victim.**
- **60% of college women who have acquired sexually transmitted diseases, including AIDS and genital herpes, were under the influence of alcohol at the time they had intercourse.**

College should be not only a time for intellectual development, but one of personal, social, spiritual and emotional growth. Alcohol abuse threatens the development of our nation's young people and has the potential to rob them of their promising futures.

This report concludes the Commission's year and a half of work with specific recommendations for our nation's educators. Underlying the Commission's recommendations is the need for all members of the campus community, from trustees and presidents to students and faculty, to join together in challenging a campus culture that accepts binge drinking as a rite of passage for America's youth.

I would like to express my thanks to the many individuals who testified at our hearing, to those who advised the Commission, and to the students who took part in our

focus groups. While too many to name, I thank them for their strong commitment and invaluable assistance. I especially want to thank Jack DeGioia of Georgetown University and Carl Wartenburg of Action Congress on Responsible Drinking (ACORD). We are indebted to Professors Cheryl Presley and Henry Wechsler for supplying and checking critical data and David Burns, who provided so much help in preparing the final report.

Finally, and most importantly, on behalf of CASA's Board of Directors and myself, I must express appreciation to the distinguished members of the College Commission for their time and hard work. They are all very busy individuals, performing important tasks, but they made time for their work on the Commission. We at CASA are especially indebted to Reverend Edward (Monk) Malloy for his work as Chair. I was privileged to attend the meetings and act as an advisor to the group.

The Commission would be the first to say that this report is just a beginning. The collective commitment of faculty, students, alumni, administrators, and parents is critical if we are to provide an environment where American college men and women can develop their talents to their fullest.

Joseph A. Califano, Jr.

Chairman and President

EXECUTIVE SUMMARY

College students are among our nation's most treasured and valuable resources. They will be the doctors, scientists, engineers and lawyers of the future. The college years are a time of not only intellectual progress and achievement for young Americans, but also a time of personal, social, spiritual and emotional development. It is therefore crucial that colleges and universities recognize that, in order to guide students through these critical years, they must create a culture that nurtures and supports all aspects of a student's life, both in and out of the classroom.

Nothing interrupts the growth and social development of college students more than the abuse of alcohol, drugs, and cigarettes. Excessive college drinking is too often accepted as a "rite of passage", thus nurturing a behavior that is destroying lives and endangering our country's future.

In the fall of 1992, the Center on Addiction and Substance at Columbia University (CASA) convened a national commission to examine the issues surrounding the abuse of all substances--legal and illegal drugs, alcohol, tobacco and steroids--on America's college and university campuses. For the last twenty months, this Commission--composed of college presidents, deans, trustees, coaches, and students, as well as parents, physicians, legislators, judges and corporate executives--has examined relevant data, met with experts in the field, talked with college presidents, conducted hearings, held student focus groups, and examined existing programs.

In August 1993, the Commission issued its first report, "The Smoke-Free Campus," in which it recommended that all schools across the country develop and implement campus-wide smoke-free policies. Universities responded positively to the

Commission's recommendations, with many schools informing CASA that they already had gone--or were in the process of going--completely smoke-free.

The Commission's final report focuses on the biggest substance abuse problem facing colleges and universities today--abusive drinking. Substantial progress has been made throughout society in curbing the use and abuse of cigarettes, drugs and alcohol. Although there have been some troublesome signs in the last year of increases in heroin, LSD, and marijuana use on college campuses, over the last ten years illegal drug use has declined throughout our society, including on college campuses. Over the same period, there has also been a marked decrease in alcohol abuse among non-college youth. On college campuses, however, the level of abusive drinking among college students has remained the same. Indeed, much of the anecdotal evidence gathered by the Commission indicates that the intensity of the problem has increased with many students drinking more, more frequently and with the express purpose of getting drunk. Through overwhelming statistical evidence; interviews with college presidents, deans, and students; and finally the experience of many of the Commission members who themselves are directly involved with college communities as trustees and college presidents; the Commission has concluded that abusive drinking is the major and pervasive substance abuse problem on our nation's campuses:

- 42% of all college students reported that they had engaged in binge drinking (five or more drinks at a time) in the last two weeks, while only 33% of their non-college counterparts did so.
- One in three college students now drinks primarily to get drunk.
- 8% of students drink an average of 16 or more drinks per week.
- Each year, students spend $5.5 billion on alcohol, more than they spend on soft drinks, tea, milk, juice, coffee or books combined. On a typical campus, per

capita students spending for alcohol--$446 per student--far exceeds the per capita budget of the college library.

While the overall statistics are startling, data on specific groups paint an even grimmer picture:

- 35% of college women reported drinking to get drunk in 1993, more than triple the 10% in 1977.
- White males drink far more than any other group, averaging more than 9 drinks per week, and over twice the rate of their white female counterparts. By comparison, African-American males consume 3.6 drinks per week and African-American females average only one drink per week.
- 37% of students who do not work reported two or more episodes of binge drinking in the last two weeks--almost double the 20% of students who have full-time jobs that report such episodes.
- Students living in fraternities and sororities report drinking an average of 15 drinks per week, compared to only 5 drinks per week by other students.
- Students at institutions in the Northeast average 7 drinks per week, more than twice the 2.9 drinks per week by students in the West.

The Commission found the problem of alcohol abuse not only affects individuals with a drinking problem, but that it also has a profound ripple effect on the entire campus community. It has led to or worsened a variety of medical and mental health problems, from AIDS and unplanned pregnancies, to injuries and suicide attempts. Alcohol abuse is also the underlying cause for most campus crimes, from vandalism to assault to rape. It is also associated with poor academic performance. Ultimately heavy alcohol abuse on campus can damage the school's prestige and reputation and, in the end, its bottom line.

Medical Hazards

- In the last five years, the number of emergency room admissions for alcohol poisoning in campus communities has jumped 15%. At one school, cases of alcohol poisoning have doubled over the last decade.

- 240,000 to 360,000 of the nation's 12 million current undergraduates will ultimately die from alcohol-related causes--more than the number that will get MAs and PhDs combined.

- 60% of college women diagnosed with a sexually transmitted disease were drunk at the time of infection.

- At least 1 out of 5 college students abandon safe sex practices when drunk that they ordinarily use when sober, putting them at greater risk for unplanned pregnancies and contracting AIDS.

Rape and Violence

- 95% of violent crime on campus is alcohol-related.

- 90% of all reported campus rapes occur when alcohol is being used by either the assailant, the victim, or both.

- 80% of all vandalism on campus is alcohol-related.

Poor Academic Performance

- Alcohol is implicated in more than 40% of all academic problems and 28% of all dropouts.

- Poor grades are correlated with increased use of alcohol.

Compared to the use and abuse of other substances, alcohol abuse is more prevalent and more difficult to identify. Our society conveys a strong negative message with regard to illegal drugs; any drug use is dangerous and inappropriate. Likewise, the message with respect to cigarette smoking is clear: don't smoke. And cigarettes are increasingly unacceptable socially. On the other hand, society's message regarding alcohol use is more subtle. Drinking is socially acceptable as long as it is not excessive. This moderation message is particularly difficult for colleges to convey, given that nearly 3 out

of 4 college students cannot drink legally because they are under 21 years of age. Even for legal drinkers, there is no consensus on what level appropriately defines "moderation." When is it time "to say when?"

Universities Feel Paralyzed

While most college presidents acknowledge an alcohol problem on campus, the Commission found that administrators feel paralyzed in addressing the issue. Part of the problem has been that universities fear the legal ramifications of laying down strict alcohol policies or bans. If they accept the responsibility for controlling alcohol abuse, they fear legal accountability if alcohol abuse results in a death or other negative consequence. Some express concern that strict bans might drive the problem underground or off-campus where students with problems will be unreachable. But the primary reason schools are confused about how to deal with excessive drinking on campus is that nearly three quarters of their population are legally underage, and teaching minors how to "drink responsibly" is technically illegal. Advocating moderation also puts schools in jeopardy of losing federal funding because laws prohibit them from having policies that teach underage drinkers anything but "Just Say No".

Despite these dilemmas, most colleges and universities have taken some action to curb alcohol abuse, either through policies that restrict availability and impose sanctions and/or programs that promote alcohol-free activities or support peer counseling. In fact, a considerable amount of resources, from both the colleges themselves and the federal government, have been invested in this problem. While some campuses have achieved some success, these successes are often limited to a single institution and have not

been thoroughly evaluated. Even for the few projects that have shown positive outcomes in a proper evaluation, these models have not been widely publicized or disseminated.

It is true that colleges and universities do not have control over what happens beyond the gates of their campuses. Students have lives outside of school, and the larger society inevitably influences the way they think and behave. However, colleges do influence the culture that is developed and supported within their own community. Institutions must recognize that, while eliminating abusive drinking is not solely their responsibility, they play a large role in influencing the behavior of their students and shoulder a major responsibility to do so. Based on its activities and deliberations, the Commission has developed a set of recommendations aimed at changing the alcohol culture that pollutes American campuses and defining the responsibilities of all the key players, including trustees, administrators, faculty, athletic coaches, students, alumni, and parents.

In brief, the Commission recommends that colleges and universities:

- **Shift the college culture away from accepting alcohol abuse and its consequences as part of the 'rites of passage.' To do this, institutions need to develop a collective, comprehensive strategy that begins with a clearly articulated statement of values and is supported by sustained public discussion and the commitment of resources.**

- **Reverse the image of alcohol from a liberating to a debilitating force through increased education and awareness and counter advertising. Abusing alcohol must be recognized as a crutch to deal with stress and to cope with transition. The college community must provide students with other mechanisms and skills to confront these challenges rather than avoid them.**

- **Assign specific roles and tasks for each constituency in the campus community--trustees, college presidents, deans, athletic coaches, faculty, alumni, parents, and students--to help shift the campus culture away from alcohol abuse.**

- **Develop and promote a national "Alcohol Awareness Index" by which prospective students and parents can measure the degree to which each**

college and university is seriously addressing the alcohol problem. This information should be published, as is now done with College Board scores and class rankings, in both college catalogues and national college guides. The index should measure whether and to what degree institutions:

- **Set Explicit Policies with Respect to Alcohol Use and Abuse**
- **Commit Adequate Resources to Implement Policies and Programs**
- **Offer a Full Range of Prevention and Treatment Programs**
- **Ban All Alcohol-Related Advertising and Promotions**
- **Control the Abuse of Alcohol at On-Campus Functions**
- **Collaborate with the Local Community in Efforts to Reduce Alcohol Abuse and its Consequences**
- **Monitor Continually the Effectiveness of Policies and Programs**

The Commission also recommends that the federal government:

- **Evaluate alcohol and drug programs paid for by the Fund to Improve Post-Secondary Education (FIPSE) and disseminate information on what works and what does not to all colleges and universities.**
- **Extend the grant funding available beyond the current two year limit.**
- **Amend the Campus Security Act to require that crime reports identify if substance abuse was involved. There should also be more rigorous monitoring of the reporting of these data.**
- **Fund more research on a spectrum of prevention and treatment interventions that match the needs of different groups on campus.**

BACKGROUND

America's college students are among our nation's most treasured and valuable resources. To a great extent, they are America's future. The nation's capacity to maintain and advance our technological, medical and economic edge in an increasingly competitive world depends on these young men and women. They will be the scientists, doctors, and economists, as well as the business and political leaders, of the 21st century.

The years in college represent a critical stage in the development of these future leaders, not only intellectually, but socially, physically, emotionally, and spiritually. Thus, institutions of higher learning have a special duty to advance not only students' academic development, but their physical, social and emotional progress as well. Yet, as colleges and universities attempt to fulfill these critical roles, the problems of substance abuse have made this task increasingly difficult.

The CASA Commission on Substance Abuse at Colleges and Universities--Campuses, a distinguished panel of college presidents, deans, students, parents, coaches, and trustees, as well as physicians, legislators, judges and corporate executives--was formed in order to look specifically at this problem and to identify more effective approaches to dramatize and combat the abuse of all substances. The Commission's charge was to assess both the degree of all substance abuse on campuses--from pills to cigarettes to hard drugs to alcohol--and the effect it has had on these institutions' ability to help students make the difficult transition to adulthood.

As a first step, in August 1993, the Commission released a report urging all schools across the country to develop and implement smoke-free policies. The Commission recommended that colleges and universities:

- Eliminate smoking in all campus buildings and at all campus events
- Provide smoking cessation programs and coverage under the university health plan
- Ban the sale of all tobacco products on campus
- Prohibit the advertising and distribution of tobacco products on campus
- Deny the use of the school logo on smoking paraphernalia, such as ashtrays.
- Nourish a culture and atmosphere that views smoking as a socially unacceptable and unhealthy habit.

The Commission has also been investigating other drug use, both legal and illegal. But, as we have studied the issues surrounding substance abuse through reviewing the available data, speaking with experts in the field, and holding hearings, the overwhelming consensus was that, for now, alcohol abuse was the chief concern of administrators, college health personnel, and students. The problem of alcohol abuse is not only the most urgent but also the most complicated. Unlike cigarettes or illegal drugs, a policy of abstinence is neither realistic nor credible for alcohol. Yet, at the same time, since almost three out of four students are not old enough to drink legally, schools cannot simply develop a policy of responsible moderation. Thus, the problems surrounding drinking are both real and complex, and the solutions are not readily apparent.

While the focus of this report is on abusive drinking, this report in no way is intended to diminish the gravity of the use of other drugs on campus. Recent sharp increases in the use of marijuana and LSD among high school seniors auger an ominous potential for an increase in these drug problems among college students as well. However, alcohol--notably beer for men and liquor and wine for women--is the drug of choice for college students, primarily because it is a legal substance and more socially accepted and

widely available. Also, there is a significant correlation between heavy use of alcohol and the use of other drugs, which makes this focus on alcohol a justifiable strategy in attaining the more general goal of preventing substance abuse. Therefore, much of what is said in this report is relevant to drugs, not just alcohol.

Excessive drinking in college and the problems which accompany it have persisted in the last decade, despite the resources and good efforts that have been dedicated to address this problem. In some ways, the problem of alcohol abuse* in college has become worse, which simply underscores the urgency of finding a remedy. If we choose to ignore or relegate excessive college drinking, as many are wont to do, to a "rite of passage," schools will nurture a behavior that is destroying lives and potentially endangering our country's future.

This report seeks to draw attention to the seriousness of substance abuse in college, highlight how its consequences have changed over time, discuss the cost of abuse (both human and financial) to educational institutions, and describe both the underlying reasons for the problem and current interventions and initiatives universities are using to counter it. The report's specific recommendations build upon past experiences and successes and provide some new directions for dealing with the problem.

At the outset this Commission recognized that a college or university is not a monolithic unit but more of a living organism composed of many different groups both on--and off-campus--from trustees to students, college presidents to faculty, alumni to parents, athletic coaches to development staff. The recommendations of this Commission

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*This includes both alcohol abuse and alcoholism. Alcohol abuse involves the periodic abusive consumption of alcohol to deal with stress or other life problems. Alcoholism involves a physical addictive reaction by the body to alcohol.

are directed at all of these groups--everyone is responsible for the level of substance abuse on campuses, and everyone must play a role in alleviating the problem.

SECTION 1

A NEW FOCUS ON AN OLD PROBLEM

If drinking is such a familiar and common part of the college experience, why make an issue of it now? First, society's knowledge about, and therefore its tolerance toward drinking has changed. We are now aware of the damage that alcohol and drugs do, and recognize that substance abuse is a grave, chronic problem that can both destroy the abuser and hurt the innocent. For example, the growing concern over drunk driving indicates the lack of tolerance for reckless behavior associated with alcohol. Second, epidemiologic evidence is building an increasingly strong case connecting alcohol and other substance abuse with a variety of health problems--from AIDS and cancer to heart disease and stroke. Finally, there is growing evidence that the drinking patterns initiated in college can lead to future, more serious problems of alcoholism. Yet, society's increased awareness of the harmful effects of alcohol and other substances has not affected behavior on college campuses.

Drinking alcohol has long been a part of the college experience. "Keg parties, gin and jui BYOB and tailgate parties," are terms familiar to all of us. In fact, some of us tend to look back upon our college drinking experiences with great fondness and may view drinking on college campuses simply as part of growing up--a rite of passage. As a result, parents, alumni, and even trustees have not put the necessary pressure on universities and colleges to deal seriously and effectively with what is in fact a severe problem. The remainder of this section documents the scope and magnitude of the alcohol problem on campuses.

I. STUDENTS STILL DRINK AND, THOSE WHO DO, DRINK HEAVILY*

Today:

- 93% of college students still report having consumed alcohol in their lifetime.[1]
- 96% of these students drank in the last year, and of these four out of five drank in the last month, despite the fact that almost 80% of all college students are under age and cannot drink legally.[2]

The fact that these numbers have remained relatively constant should elevate, not alleviate, our concerns. Over the last decade, we have witnessed an almost 20% decline in the use of cigarettes among college students. During the same period, substantial gains have also been made in the war against drugs--illicit drug use has decreased by 60% among this same population![3] Yet, the level of abusive drinking has remained essentially the same. Despite the passage of the 21-year-old minimum drinking law and the Drug Free Schools and Communities Act, drinking in the college population continues to exceed the level of drinking in the general population. Further, although no good trend data exist, as the Commission talked to experts in the field, we were left with the impression that the intensity of the problem had, in fact, heightened: The way students drink has changed from twenty years ago. Though students have always socialized and consumed alcohol on a typical Saturday night, students who drink today are more likely than their predecessors to consume up to five or more drinks in one sitting--and not just on the weekend. Now students often go on such "binges" several nights a week. While an increasing portion of

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*The problem of alcohol abuse on college campuses is not limited solely to students. Faculty, staff, and administration also abuse alcohol, but less data is available for these groups.

the college population appears to be abstaining from alcohol use, those who do drink are drinking greater quantities and with greater frequency than ever before, and doing it **for the sole purpose of getting drunk.**

The available data reinforce this impression. Binge drinking--consuming five or more drinks in one sitting--is common on college campuses. In fact, college students drink greater quantities and more frequently than their peers of the same age group who do not attend college.

- 42% of all college students engaged in a bout of heavy drinking in the last two weeks, while only 33% of their non-college counterparts did the same.[4]
- Among college women, the rates of binge drinking are double those of their non-college peers (17% versus 8%).[5]

Basically, the college community has split in two divergent groups--those who do not drink at all or rarely drink and those who drink to excess. And the binge drinkers are a visible part of most campuses:

- One in three college students now drinks primarily to get drunk.[6]
- 8% of college students drink an average of 16 or more drinks per week; 3.8% of students admit to drinking daily.[7]
- The average college student imbibes 34 gallons of alcoholic beverages each year.[8]
- Estimates of alcoholism range from 10-15% of the college population (studies indicate that some one million students are genetically predisposed to becoming alcoholics).[9]
- Each year, students spend $5.5 billion on alcohol, more than they spend on soft drinks, tea, milk, juice, coffee and books combined. On a typical campus, per

capita student spending for alcohol--$446 per student--far exceeds the per capita operating budget of the college library.[10]

And binge drinking has more serious consequences than moderate drinking. Among students who responded to the 1990 Fund to Improve Post-Secondary Education (FIPSE) Core Alcohol and Drug Survey*, binge drinkers drank greater quantities, with greater regularity, and experienced more intoxication and alcohol-related problems than did non-binge drinkers. Almost half of male binge drinkers reported damaging property and more than a quarter got into trouble with the police in the past year compared with 16% and 10% of non-binge drinkers.[11]

Some Groups at Greater Risk

These startling overall statistics on college drinking mask major differences in drinking patterns by different groups on campus and even among different institutions.

WOMEN

The rates of heavy drinking among college women are double those of their non-college peers. And the problem goes even deeper:

- More than one third of women reported drinking for the purpose of getting drunk in 1993, more than triple the 10% in 1977.[12]

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*The Core Survey is the survey instrument created by the Department of Education to assist FIPSE grantees in gathering baseline and trend data to satisfy the grant requirement of a pre/post assessment. The sample of schools only includes those that received grants from FIPSE, and is therefore not a random sample of colleges and universities. However, the 78 institutions included in the database used representative sampling techniques in administering the survey. The database includes responses from 58,625 students.

A random survey by Dr. Henry Wechsler of Harvard University is expected to be released in the Fall of 1994.

- While only 38% of women reported binge drinking at least once in the last two weeks compared with 54% of men, this statistic may understate the problem for women. Women become intoxicated after drinking smaller quantities than men because they have lower total body water content to dilute the alcohol and because they have "diminished activity of alcohol dehydrogenase (the primary enzyme involved in the metabolism of alcohol)."[13] The National Institutes on Alcohol Abuse and Alcoholism (NIAAA) recommend that, if women drink, they should only drink one drink per day.[14]
- In addition, binge drinking poses greater health risks for women. "Women develop alcoholic liver disease, particularly alcoholic cirrhosis and hepatitis, after a comparatively shorter period of heavy drinking and at a lower level of daily drinking that men."[15]
- Women become addicted sooner, and develop alcohol-related problems and die younger than men with similar drinking patterns.[16]

RACE/ETHNICITY

Groups also vary widely in their use of alcohol by race and ethnicity. By race, for example, white students drink more--and more often than--non-whites:

- 45.5% of white students reported binge drinking at least once in the last two weeks, as compared to 33% of Hispanic students, 21.9% of African-American students, and 21% of Asian students.[17]
- White males drink far more than any other group, averaging over 9 drinks per week. The next highest drinkers are Hispanic males (5.8), white females (4.1), and

black males (3.6). Black females drink far less than any other group, averaging 1 drink per week (See Graph I).[18]

- The disparity between white and African American students appears to be largely on campuses where white students comprise the majority. According to presidents of largely black universities, the rate of abusive drinking is comparable to that on white campuses.[19]

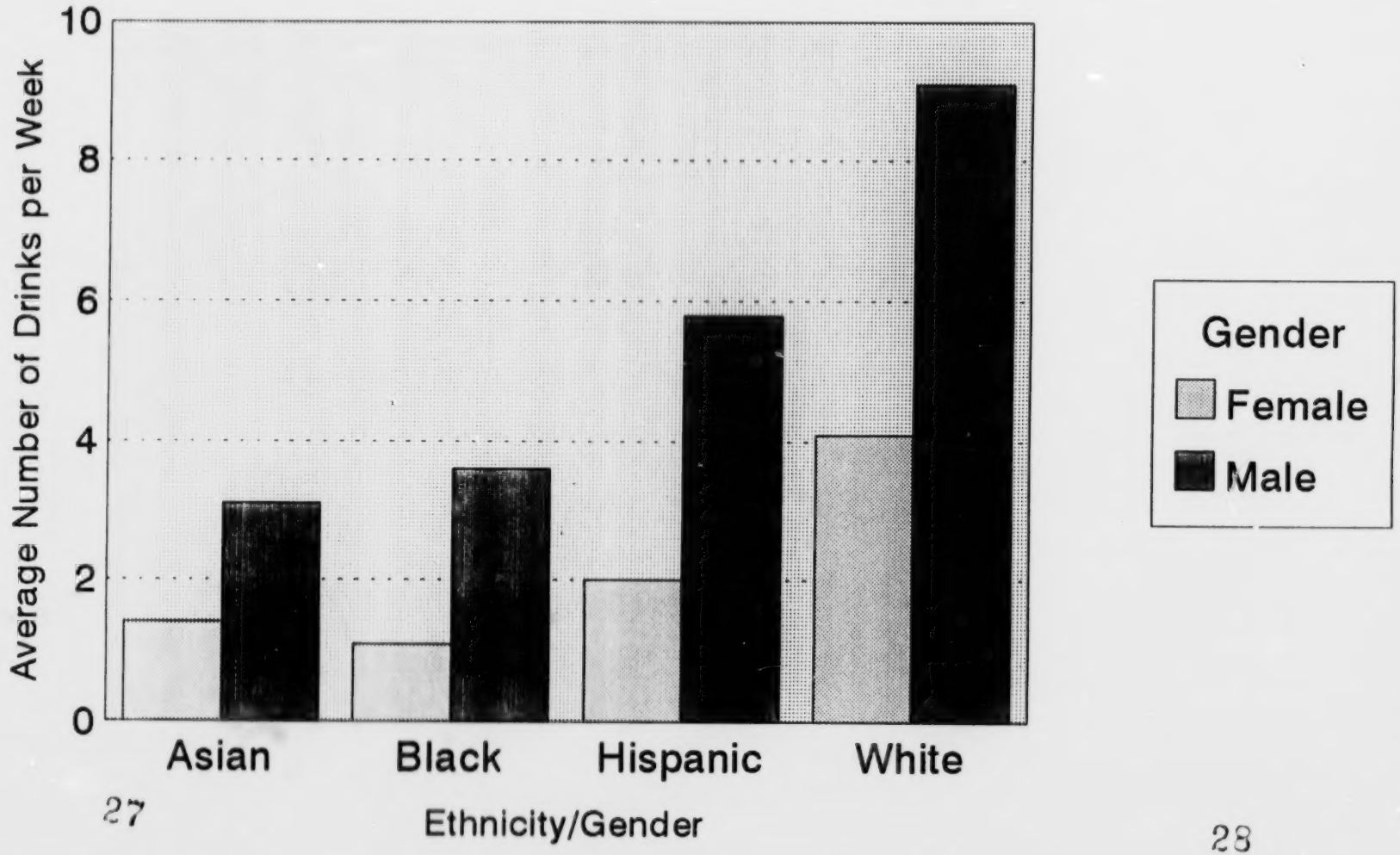
PLACE OF RESIDENCE AND CLASS YEAR

In addition to gender and ethnicity, drinking varies for other groups of students as well. For example:

- Freshmen are more likely to drink, drink more and drink more often than seniors. For example, 25% of freshmen admit to binge drinking three or more times in the last two weeks compared to 20% of seniors.[20]
- Consumption of alcohol declines each year a student is in school. While freshmen average 6.1 drinks per week, seniors average 5.4 (see Graph II).[21]
- 47% of students under 21 reported binge drinking, compared to 35% of legal drinkers over 21.[22]
- Students living in fraternities and sororities report drinking three times as many drinks as the average student, averaging 15 drinks per week versus 5 drinks by other students.[23]
- Students living on-campus drink 3 more drinks per week than those off-campus. Those students living with parents, a spouse, or alone are at a lower risk for heavy drinking.[24]

GRAPH I

Avg. Drinks / Week by Gender and Ethincity



GRAPH I

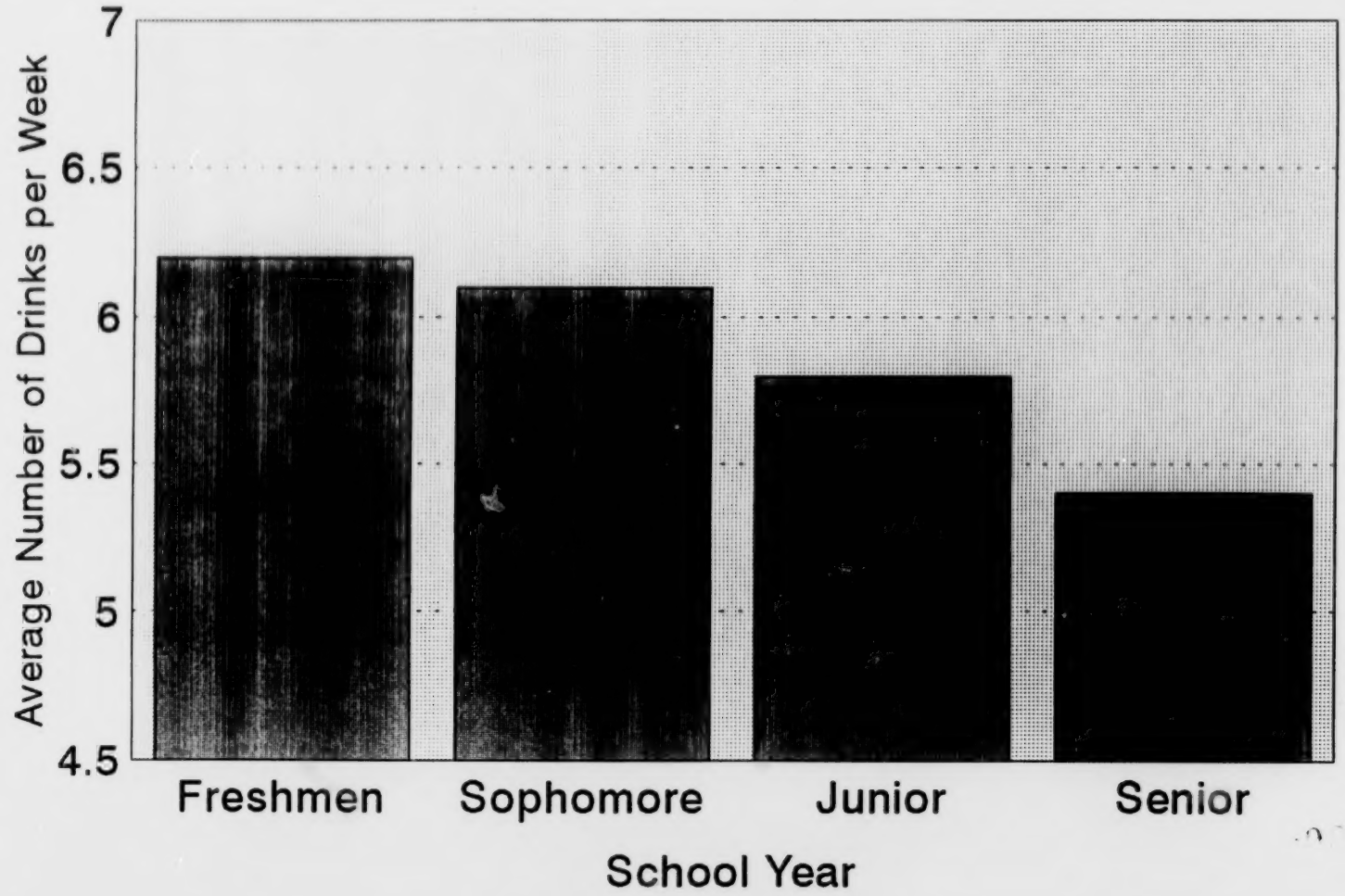
27

28

Source: 1991 Core Survey Data

GRAPH II

Alcohol Consumption by School Year



GRAPH II

Source: 1991 Core Survey Data

- Students who enter college having never drunk alcohol are three times as likely to begin in college if they become a member of a fraternity or sorority[25]

REGION, LOCATION AND TYPE OF INSTITUTION

While heavy alcohol drinking is a universal problem in college, some institutions are at higher risk than others for extensive binge drinking. For example, binge drinking occurs much more frequently in four year colleges than two-year colleges.*

- Nearly half of students in four-year institutions report binge drinking at least once in the past 2 weeks, while less than one out of three binge drank in two-year schools.[26]
- Institutions located in the Northeast and North Central sections of the country have dramatically higher drinking rates. Students at Northeastern institutions average 7 drinks per week compared to 5.3 in North Central, 3.9 in the South, and 2.9 in the West.[27]
- Students in privately-owned institutions tend to binge drink more than those who attend public colleges and universities (48% vs. 39%).[28]
- Institutions located in rural areas tend to have a higher percentage of student binge drinking than schools in urban areas (46% vs. 34%).[29]
- Private four-year schools located in rural areas have by far the highest binge drinking rate of all schools. Sixty-seven percent of students in private, four-year

*Data for the remainder of this report are primarily from four-year institutions. This does not suggest that community colleges do not have a problem. Junior colleges face special challenges in dealing with alcohol abuse, given that their population is often largely commuters.

rural schools reported binge drinking at least **once** in the last two weeks compared to 44% in all other schools. What's worse, nearly two out of five students reported binge drinking **three or more times** in a two-week period in private, rural schools compared to less than one out of five in all other schools.[30]

In summary, when 2 out of 5 of college students, and more than half of male students, report binge drinking in the last two weeks, we have a problem that demands action.

II. SERIOUS CONSEQUENCES OF ALCOHOL ABUSE

While drinking and intoxication are in themselves serious enough problems, alcohol abuse has much more dire and even deadly consequences. Some of these problems have always existed, while others represent a more recent concern. For example, twenty years ago getting drunk and having unprotected sex may have been stupid. It may have even resulted in an unwanted pregnancy or a sexually transmitted disease. Today it can literally kill someone. The emergence of AIDS adds a new dimension to sexual relations, and since heavy alcohol use is highly correlated with irresponsible sexual behavior, AIDS should also demolish our indifference toward irresponsible drinking. Surveys indicate that:

- 60% of college women diagnosed with a sexually transmitted disease were drunk at the time of infection.[31]
- 35-70% of college students reported engaging in some type of sexual activity primarily as a result of alcohol. For example, at Dartmouth, 46% of students admit that under the influence of alcohol, they have had sex they would not have engaged in if they had been sober.[32]

- Nearly 1 out of 5 students have abandoned safe-sex practices while under the influence of alcohol.[33]
- Binge drinkers are even more likely both to have sexual contact while drinking and to forgo safe sex. 25% of female binge drinkers admit having unplanned sexual activity, compared with 10% of non-binge drinkers.[34]

While only 3,000 college students currently have tested positive for infection with the HIV virus, the situation on college campuses is ripe for the rampant spread of AIDS and other sexually transmitted diseases.[35] What is now a comparatively rare phenomenon among college students may, in the future, become frighteningly common. A 'silent,' often unknowing carrier can infect another student when engaging in unprotected sex. The use of alcohol and other drugs, which increases both the likelihood of sexual activity and unsafe sexual practice, enhances the spread of AIDS and its devastating consequences.

In addition, the threat of unwanted pregnancy and the transmission of other venereal diseases remains. While not as tragic as the consequences of contracting AIDS, these can nevertheless have a profound effect on a student and his or her future, not to mention the added costs to our health care system.

Alcohol and other drug abuse is strongly associated with other diseases, crime and academic failure. Unfortunately, information on alcohol-related consequences is not highly visible or readily available. Universities are not anxious to publicize the consequences of alcohol abuse on campus for a variety of reasons. They have good cause to fear potential litigation, particularly in a litigious society eager to cast blame and to collect compensation for any damages evenly remotely related to negligent behavior.

Revealed consequences can also be interpreted as a failure on the part of the university to control illegal, underage drinking or to uphold their commitments to the federal Department of Education's substance abuse policies. Finally, a university's prestige and reputation can be easily marred by bad press, which can directly affect a school's yearly number of applicants and its academic standing. Nevertheless, despite the lack of publicity, studies indicate that many problems on campus are related to alcohol abuse--from health issues, to crime, to poor academic performance.

Medical Problems

- In the last five years, the number of emergency room admissions for alcohol poisoning incampus communities has jumped 15%. At one school, cases of alcohol poisoning have doubled over the last decade.[36]

- 240,000 to 360,000 of the nation's 12 million current undergraduates will ultimately die from alcohol causes--more than the number that will get MAs and PhDs combined.[37]

- 2/3 of college student suicide victims had been drinking and were legally intoxicated at the time of death.[38]

- 9 out of 10 fraternity or sorority hazing accidents that result in death are related to alcohol use.[39]

Rape and Violence

- 95% of violent crime on campus is alcohol-related.[40]

- 90% of all campus rapes occur when alcohol is being used by either the assailant or the victim. 73% of the assailants and 55% of the victims of rape had used alcohol or other drugs prior to the assault.[41]

- 80% of all vandalism on campus is alcohol-related.[42]

Poor Academic Performance

- Alcohol is implicated in as many as 41% of academic problems and 28% of all dropouts.[43]

- Students who drink more perform poorly. Grade point average is negatively correlated with the average number of drinks consumed per week (see Table I).[44]

These statistics do not reflect the full extent of the future consequences of college alcohol abuse. For example, excessive alcohol use begun in college may initiate or exacerbate alcoholic behaviors and consequences that last a lifetime.

And the consequences of drinking are increasing on college campuses. From 1982 to 1991, the number of college students reporting drinking-related problems increased significantly in 10 out of 17 categories.[45] The largest increases were in the categories of: trouble with the law because of drinking, fighting after drinking, missing class due to a hangover, and vomiting as a result of drinking (see Table II). Other consequences that have increased include vandalism, setting false fire alarms, trouble with school administration, and lower grades. The only exception was drunk driving, which appeared to decline during this period.

While studies have tried to estimate the percentage of negative consequences related to substance abuse, many of these consequences are still only captured in anecdotal stories of personal tragedies. These all too common stories depict a tragic picture:

- In 1986, a 19-year-old Lehigh University student was raped, sodomized, tortured, and murdered in her dorm room by a drunken fellow student.
- A freshman at the University of Tennessee was stabbed to death outside a fraternity party in 1988. His father blamed alcohol as a major cause.
- A Cornell undergraduate was found dead in a chimney of a fraternity house in 1993. When last seen he was reported to have been drinking heavily.

TABLE I
Avg. # of Drinks / Week by Grade Average

Grade Avg.	# of Drinks/Week
A	3.6
B	5.5
C	7.6
D or F	10.6

TABLE I

Source: 1991 Core Survey Data

TABLE II

% of Drinkers Who Report Problems Related to Drinking

Drinking Problem	1982	1985	1988	1991
Had a hangover	72.4	73.3	73.9	75.1
Vomited as a result of drinking	44.6	47.1	50.1	52.4
Missed class because of a hangover	22.7	27.0	25.9	28.5
Gotten into a fight after drinking	11.4	11.8	14.7	16.9
Damaged property, pulled false fire alarm	9.2	9.8	11	10.3
Gotten a lower grade because of drinking	4.7	6.1	5.8	6.6
Gotten into trouble with school authorities	1.9	1.8	2.7	2.4

TABLE II

Hanson and Engs, 1992

- A sophomore at Clemson fell to her death when trying to traverse a 27-foot-high ledge on a fraternity house. Her blood alcohol content was twice the amount which legally defines intoxication.
- An intoxicated student at Concordia College in Nebraska shot and killed one of his fellow students in a campus residence hall.
- A Northwest Community College woman is suing a bar for an incident in February 1992 in which she became intoxicated and was videotaped having sex with an off-duty bartender. The bar then showed the videotape to patrons on its big-screen television.

The perspective that abusive drinking in college is a "just part of the experience" is no longer acceptable. Getting AIDS is not a rite of passage, and neither is being shot or rushed to an emergency room for alcohol poisoning. With increasing information that excessive alcohol use on campus is a primary factor in almost all rapes, assaults, unprotected sex and resulting STDs, acts of vandalism, and 'accidental' deaths, not to mention racial conflict and violence, all members of college and university communities need to make alcohol abuse on college campuses a top priority.

III. WEARING A HOLE IN THE POCKETBOOK OF HIGHER EDUCATION

In addition to the toll it takes on students, the abuse of alcohol and other drugs can have detrimental effects on the entire university, from a school's concern about legal liability, to its reputation and popularity, and, ultimately, to its bottom line. While in the past, drinking may have been associated with relatively harmless pranks that led to wrist-slapping by the university, the consequences of alcohol abuse are no longer a laughing matter and universities are being held more accountable.

- Alcohol and Crime Discourage Prospective Students

Universities should be aware that concern about violent crime in the broader society also makes it an issue on campuses. The 1994 edition of Money Guide: Best College Buys Now urges prospective students to investigate the level of campus crime and the university's efforts to curb it, when choosing where to apply. The guide also cites data from the Campus Violence Prevention Center, a research institute at Towson State College, that alcohol is a factor in up to 90% of violent campus crimes: usually both victim and victimizer have been drinking. The guide advises that prospective students/parents should favor colleges and universities that are actively trying to curb alcohol abuse through educational campaigns, counseling programs, and other services.

Decisive actions by the university in dealing with alcohol abuse are now a positive force in attracting students. In the past, college admissions and development staff had been concerned that clamping down on alcohol use would detract from the "party atmosphere" and deter students from attending their institution. Now the reverse may actually be true. As college tuition escalates, parents and students are becoming more cautious about how their money is spent (a typical private four-year institution can cost as much as $25,000 per year), and may demand serious efforts to control these problems.

- The Price of Crime

The most common crimes that are costly to colleges are those related to theft and vandalism. As The New York Times reported in an article on March 7, 1993, "Though intoxicated students routinely smash toilets, yank out sinks, punch

through ceilings, head-butt street lamps, uproot ornamental trees and body-slam vending machines, few are reprimanded or caught. Repairs become a hidden cost underwritten by the taxpayer or parent or are squeezed from the library or faculty-salary budget."[46]

The Campus Security Act of 1993 requires universities and colleges to report crimes on campus and make this information available to the public. But, when the reports are made, the association with alcohol consumption or substance abuse is not identified, except when illegal sale or possession of drugs is the cause of the arrest. Thus, alcohol-related rapes, assaults, thefts, and vandalism are not uniformly reported. These hidden costs are unquantifiable but undoubtedly high, both to the college and its surrounding community. The extent to which colleges can respond to reducing the effect of intoxication will yield savings to those institutions and taxpayers.

- Lawsuits and Settlements

Liability also represents a significant potential cost to colleges and universities. While most lawsuits that reach court have to date been decided in favor of the university, this trend may be changing (see Section 3, Fureck v. University of Delaware), suggesting that these costs may increase in the future. The costs of these cases are hidden, as many colleges and universities may choose to settle out of court, in an effort to avoid negative publicity. Since settlements are confidential, there is no public record of the amount universities have been forced to pay for alcohol-related accidents. For schools that have not actually confronted

this problem, the risk remains real, adding to their insurance costs and to their own potential liability.

- Health Insurance Premiums Rising

The health consequences of alcohol abuse and other drugs are not just headaches and hangovers, but can involve major expenditures for medical care. Illness, pregnancy, accidents, drug overdoses and alcohol poisonings are increasing and so are the health care costs for treating them. Not only does this add to the costs of college health service but, for institutions that provide health insurance, this means increasing premiums. Traditionally, given the age of students, the college population has been considered a low risk pool and insurance companies have therefore provided insurance at a nominal cost. However, universities report that this is changing--and dramatically. For example, one midwestern university recently negotiated a premium for 1994 that was 34% higher than the previous year, while health premiums increased by only 19% for the rest of the population.[47]

Alcohol and other substance abuse are costly to universities and colleges. Theft, vandalism, liability insurance and health care, not to mention the need to attract quality students, all affect the bottom line of an institution. The traditional practice of placing funding of programs for substance abuse low on the list of budget priorities should now be reconsidered in light of the fact that colleges and universities can no longer afford not to spend money on such efforts. Maintaining the status quo may, in the long run, be a more expensive option for those institutions.

SECTION 2

WHY DO COLLEGE STUDENTS DRINK?

There is great deal of information on the extent of alcohol and drug use and abuse on college campuses. Yet, much less is known about why students drink and, more importantly, why they drink heavily. With the exception of a few studies, most research efforts monitor students' consumption patterns and the consequences of alcohol use, not the impetus for drinking in the first place. In order to confront the problem realistically, however, universities and colleges need to take an in-depth look at the underlying factors that push students to turn to alcohol and other drugs. Only then can interventions be designed to deal effectively with substance abuse on college campuses.

The Problem May Start Before College

Before discussing the reasons that most students drink or use other substances in college, it must be pointed out that these problems often start before college begins. In fact, a large number of college students who binge drink actually began drinking at an earlier age.

- 54% of students who started drinking before the age of 18 reported binge drinking *at least once* in the last two weeks, compared to only 28% of those who did not start drinking until the age of 18 or older. Twenty-three percent of those who started drinking before 18 admitted to *three or more* binge drinking episodes in the last two weeks, as opposed to only 7% of those who did not initiate drinking until 18 or older.[48]

Many students enter college with drinking or drug difficulties. Also, family histories of alcoholism may lead to abusive drinking that emerges even before students

begin college. In some cases, the problem is not simply one of excess social drinking, but one of true potential pathology (alcoholism and drug addiction), requiring treatment. It is important to differentiate between the underlying causes of the problem in different people in order to develop relevant and effective interventions.

Abusive Drinking: Is It A Conscious Choice?

College students often intentionally choose to get drunk for a conscious purpose. In contrast to the image held by some administrators that students get drunk because they do not know how to handle alcohol, many college students drink with the intention of losing control, rebelling against authority, and creating a 'counter culture.' If this is the case, stricter rule-making might only aggravate the problem.[49]

Individual campuses have identified varying reasons as to why students choose to use alcohol. Anecdotal information acquired from campus counselors, deans of students, as well as student focus groups suggest that students drink to "have fun." "Having fun" usually means alleviating boredom, stress, anxiety and pressure created by academic demands; reducing social and sexual inhibitions; and simply "blowing off steam."

Current research conducted at Mississippi State University supports these contentions, summarizing them through five primary drinking factors:[50]

1) "Escapism" - drinking to escape from boredom, anger, loneliness.
2) "Relational" - to meet members of the opposite sex.
3) "Pleasure" - to celebrate special occasions, liven-up parties, and to quench thirst.
4) "Sociability" - to be sociable, polite or feel accepted; or simply because others are doing it.

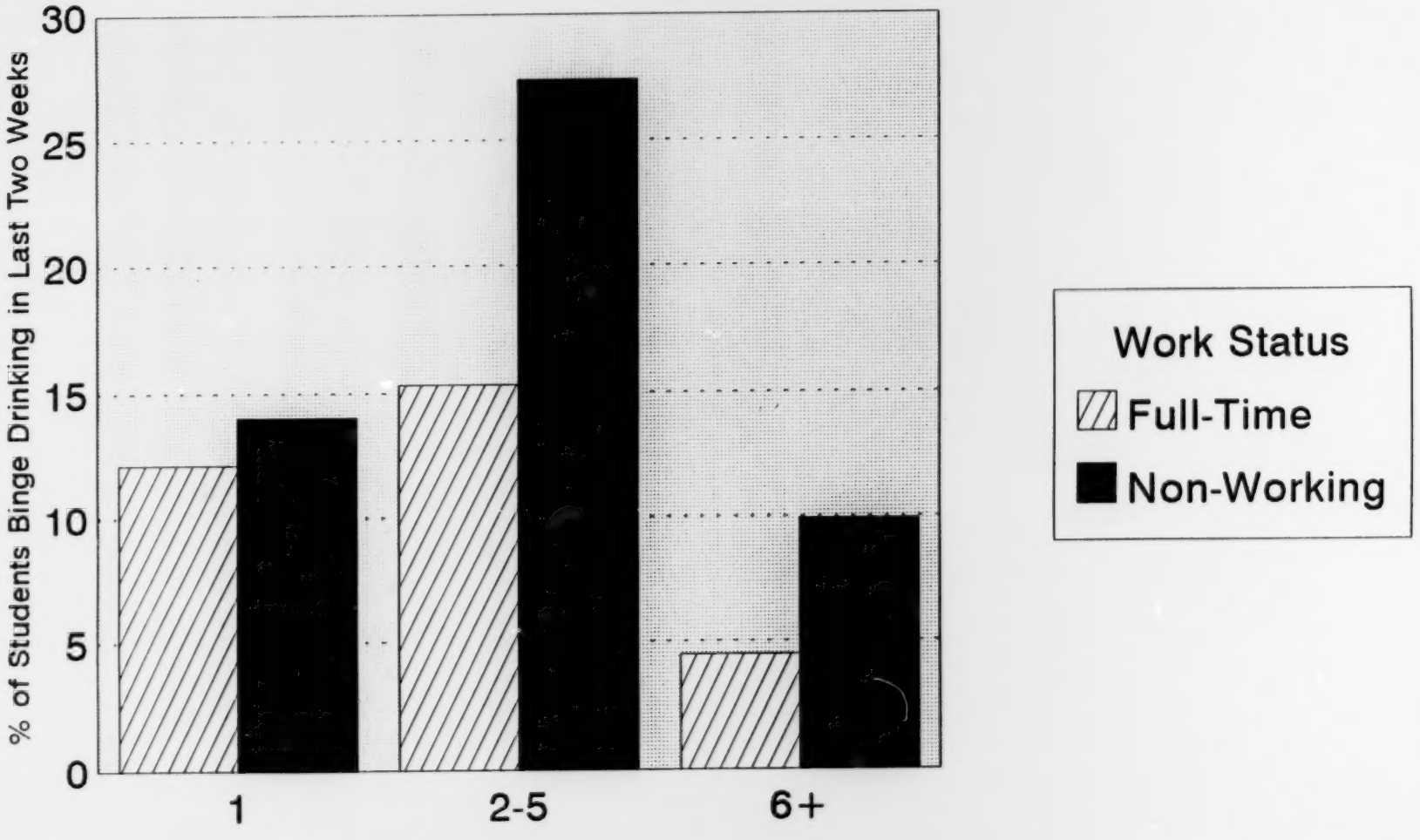
5) "Tension Reduction" - drinking to relieve nervousness, stress and feel at ease.

The reasons why people drink may differ from reasons why people get drunk. In the above study, drinking for pleasure and to meet members of the opposite sex were the most common reasons for drinking given by heavy drinkers. In fact, most studies identify the relaxing of inhibitions in sexual encounters as a primary reason for drinking heavily. Alcohol lets people meet members of the opposite sex, engage in sex without inhibitions or guilt, and escape the necessity of working through a relationship. At one Southern school, 40% of students, both male and female, reported using drugs or alcohol to disinhibit their sexual behavior. At Rutgers, students said drunkenness facilitated contact between men and women, and described the party situation as an obvious set-up for sexual encounters.

Boredom is a common excuse for drinking, but not so commonly understood. Some students may be bored simply because they have too much leisure time and lack social and recreational alternatives to drinking. While much of the evidence to support this is anecdotal, it is noteworthy that survey data indicate that students with full-time jobs binge drink less often than students who do not work. 70% of people who work full-time don't binge drink, while less than half of non-working students refrain from heavy drinking. In fact, 37% of students who do not work reported two or more episodes of binge drinking in the last two weeks, compared to only 20% of students who have full-time jobs (see Graph III). While this may not indicate causality, it does mark a startling difference. This does not suggest that the solution is to give every student a job; rather, for these students, it points to a need for colleges to fill in leisure time with meaningful activities.[51]

GRAPH III

Rate of Binge Dirnking for Working vs. Non-Working Students



GRAPH III

Source: 1991 Core Survey Data

However, for many students, boredom is a mood having nothing to do with the number of available activities. In reality, it is a personal feeling of being disconnected or divorced from one's environment--a lack of purpose. If this is the type of boredom students are experiencing, providing alternative activities is not likely to alleviate the isolation. This boredom requires other interventions which engage students and make them feel that they are an integral part of the community.[52]

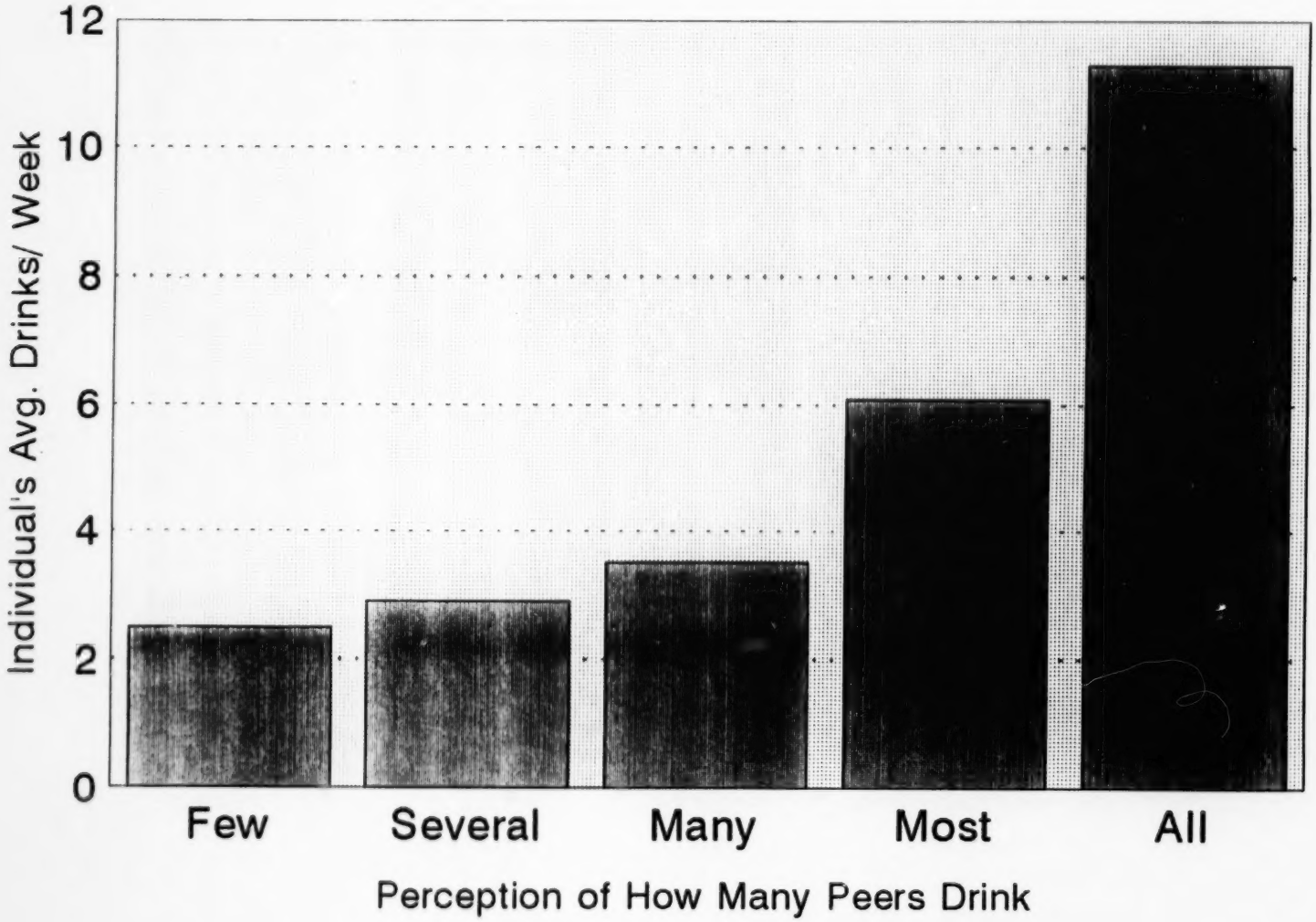
In addition to alleviating 'boredom,' students also use drinking or drugs to gain acceptability. The use of alcohol often facilitates a sense of group belonging at a time when students want to be a part of a group, but do not quite know how to do so. If a student perceives that his/her own peers are doing it, that student may also drink or do drugs to be a "part of the crowd."

Though these problems affect all students, acceptance is particularly a problem for freshmen. When students are ripped away from the structure of home, high school and childhood-adolescent friends, and placed in an intellectually and socially pressured environment, alcohol becomes a way to ease their anxieties and feel connected in this "netherworld" between child and adulthood. This may explain higher binge drinking reported in the freshman class.

Because some students drink to be accepted or belong to a group, peer perception or, more specifically, how much and how often students <u>believe</u> their peers drink, affects their own drinking behavior. The image that it is the popular and stylish thing to do is further reinforced by advertisements showing attractive and sexy young people all having fun drinking. According to survey data from colleges receiving funds from FIPSE, students who perceive that all of their peers drink alcohol consume six times

as many drinks per week as those students who perceive that only a few of their peers drink (see Graph IV).[53] This is especially disturbing, because most students perceive a higher consumption of alcohol among their peers than really exists. To counter this, many schools are disseminating information based on confidential student surveys that demonstrate a lower level of drinking than many students assume, in the hope that knowing the reality will decrease drinking among many who had assumed they were acting like their peers.

GRAPH IV
Individual's Drinking Level and Perception of Peer Use



GRAPH IV

Source: 1991 Core Survey Data

SECTION 3

THE RELATIONSHIP BETWEEN THE SCHOOL AND THE STUDENT

In Loco Parentis Revisited?

The disturbing rates of substance abuse among college students, and the related search for effective institutional responses, has sparked a vigorous debate over the nature of the relationship between universities and their students. While, on the one hand, this debate is only the latest manifestation of the perennial tension between student autonomy and institutional authority, on the other hand it may reflect a failure of American higher education, and by extension American culture, to define more clearly the status of college-aged students and the roles colleges and universities should play in their lives.

For much of the history of American higher education, the doctrine of in loco parentis governed the student/university relationship. This principle, which viewed students as less than full adults, essentially transformed universities into surrogate parents, investing them with a wide range of powers to make decisions "concerning the physical and moral welfare and mental training of the pupils." However, this was abandoned over time as students began to assert their independence and to take vigorous exception to what they viewed as unwarranted interference by college "authority." But, the demise of in loco parentis also created a vacuum in terms of the role of the college vis-a-vis the student that still persists today. Since then, most colleges and universities have failed to devise a comprehensive and consistent model that both defines their relationship with the students and poses clear guidelines for student and campus policy.

More importantly, the role of the parent has not increased to fill this void. In fact, as in loco parentis waned, parents have pulled back as well. According to many college presidents, parents are seldom involved in controlling--or even acknowledging--their children's abusive behavior. The parental role has been--and continues to be--ill-defined, more often than not leaving it up to the school to govern behavior related to alcohol.

The role colleges and universities can and should play is further confused by the conflict between the rules and restrictions they impose and their impact on the schools' legal liability. By enacting strict drug and alcohol policies, schools may be increasing their liability if a problem occurs as a result of poor enforcement of these policies. On the other hand, Section 22 of the Drug-Free Schools and Community Act Amendments of 1989 puts institutions of higher learning at risk for losing federal funds, including student financial aid, if they do **not** put explicit substance abuse policies in place. The conflict this generates in many ways prevents schools from addressing the issues of alcohol abuse clearly and effectively. As a result, college students, particularly underclassmen, may be left with no clear guidelines with respect to drinking (other than the 21 year old age restriction which apparently is not often strictly enforced) at a time in their lives when they may not be mature enough to assume this responsibility on their own.

But the problem extends beyond the complicated relationship between schools, the students, and parents to the broader community as well. The communities surrounding campuses have also fallen short of fulfilling their role in confronting alcohol misuse and drinking by minors. With the exception of law enforcement's tightening of DWI restrictions, off-campus drinking is tacitly accepted. As a result, enforcing stricter rules on campus with respect to drinking may simply push the problem off-campus where

institutions have less control over what students do. And, despite the imposition of DWI rules, off-campus drinking heightens the risk of students drinking and driving which is not as big an issue if students drink on-campus.

The Impact of Federal Laws

Three federal laws, including the Drug-Free Schools and Community Act mentioned above, have complicated colleges' efforts to define the student/university relationship. Ironically, rather than clarifying schools' policies, these laws send conflicting messages to universities. First, the Family Education Rights and Privacy Act of 1974, supports the rights of students as mature adults by barring colleges and universities from disclosing any information about a student, even to parents, without the student's permission. This law was also passed out of concern that full-disclosure rules might deter some students with serious problems from seeking campus services. However, it may also be an impediment to helping those same students. This law has, on occasion, placed school administrators in the awkward position of hiding students' substance abuse problems from their parents, thus eliminating the parental support which may be crucial to addressing the student's problem. It should be noted, however, that many schools indicate that they have found ways of by-passing these restrictions when they believe that it is in the best interest of the student to share such information with the parents.

The second of these laws, the National Minimum Drinking Age of 1984, effectively declared three quarters of college students "minors" and, by implication, increased the "policing" responsibilities of universities. This has created a particular dilemma for colleges trying to encourage moderation as an overall policy. On the one hand, they want to uphold the law, while on the other hand they recognize the reality that

students will drink anyway. Should they emphasize the restrictions for those under 21, or should they acknowledge the problem and attempt to emphasize responsible moderation?

Finally, the 1989 Amendment to the Drug-Free Schools and Communities Act, which requires that colleges and universities establish and distribute clear campus policies regarding substance abuse, promotes the universities' role as caretaker and regulator but, as discussed below in greater detail, may increase their liability if rules they promulgate are not fully enforced. While all of these laws were intended to increase the schools' control over alcohol and other drugs, while also protecting students' privacy, they may not be enforced fully or may present problems for schools committed to developing balanced rational policies and programs.

The Threat of Liability

A good example of the dilemmas schools face involves the potential for liability. Despite the enactment of the Drug-Free Schools and Commitment Act, the legal relationship between university and students is still unclear. This lack of clarity has become more problematic in the last several years as courts have grown increasingly willing to extend liability to third parties in cases of alcohol-related injuries. The application of the "deep pocket" principle has put universities in an awkward and vulnerable position, as they weigh their need to develop policies and programs against their concern over potential liability.

Colleges and universities have found themselves potentially liable in several areas:

- **As a Supervisor of Student Conduct:** Though the leading cases involving students have determined that colleges and universities have neither an inherent

responsibility nor a realistic ability to control students acting in their own capacities, periodically a judge and jury decide that the "immaturity" of college students renders their risky behavior predictable enough that schools have some "duty" to protect against it. In Whitlock v. University of Denver,[54] for instance, a jury awarded $7.3 million to a student who, after a night of heavy drinking, injured himself while jumping on a trampoline in his fraternity's front yard. While this decision was later reversed, it still does not guarantee a different outcome in the future. Also, in a more recent case in Delaware (Fureck v. University of Delaware),[55] the court established that while colleges do not have a duty to control the behavior of students, they do have a duty to care. "Duty to care" requires colleges to provide due warning where there is a clear and present danger and to make sure the institution's activities, offerings, and programs meet minimum standards of care. This case exacerbates the fears of universities as courts continue to reinterpret schools' role and liability.

- **The University as Proprietor:** As property owners, colleges and universities are subject to the legal duty to maintain safe premises. Though a school they may not be held liable simply if a student harms herself or himself or another on school property, this school may be held liable if it fails to remedy a foreseeable dangerous state of affairs of which it is aware or should be aware (e.g., failing to provide protection or better lighting in a parking lot after an attack has taken place).
- **The Role of Seller of Alcohol:** Anyone who sells alcohol commercially bears special risks and responsibilities, and colleges and universities are not immune

from such duties. All states have laws or regulations governing the sale of alcoholic beverages, and typically require that vendors be licensed. Many states have "dramshop" laws that make it illegal to sell and sometimes to give alcohol to a minor or someone noticeably intoxicated. These laws also hold the server or event-sponsor liable for subsequent behavior of an intoxicated person, if the server is responsible for his/her intoxication. In some states, the seller is required to determine that a drinker is neither a minor nor intoxicated before selling the drinker alcohol. Dramshop laws may apply to many university functions, including university-sponsored dances, fundraisers, sports events, or alumni gatherings. This puts universities and colleges in a precarious position because students have demonstrated a keen ability to evade the drinking age requirement, either through the use of fake IDs (which can be obtained very easily in any city or from older siblings) or with the help of friends who are over the drinking age. In addition, schools cannot possibly monitor the level of intoxication of every student at a large function. They can, however, eliminate direct access to alcohol and require that a server be present to dispense alcoholic beverages.

- **The University as Social Host:** Some states have extended dramshop liabilities to social hosts who serve alcohol to minors or intoxicated persons. A university is clearly a social host if one of its agents serves alcohol. But does the same apply if resident advisors are present when alcohol is served in dormitories, at seminars and professors' homes, at departmental receptions or at cocktail parties? Is a college or university a social host if it is aware of student functions at which alcohol is served but chooses not to intervene? These questions remain of concern

to schools and are somewhat viewed as a ticking time bomb which may explode at any point.

Students' Views Are Also Conflicted

Students themselves are, in many ways, the cause of these legal and ethical conundrums. Though they jealously guard their independence and autonomy, many simultaneously crave connection with a viable university community, and expect their school to safeguard their physical well-being. Some 40% of students say that college is, in fact, a home away from home.[56] Ironically, these attitudes exist at the same time that some colleges have been withdrawing from sponsoring student activities, trying to reduce their potential liability should any harm befall their students. These polar tensions, which sum up many of the current uncertainties regarding the college experience, come to the fore when students injured in alcohol- or drug-related accidents then file suit against their school. Evidently, many students still subscribe to in loco parentis, insofar as their physical well-being is concerned. On the other hand, out of a desire not to create a "police state" (as one college president recently put it) and to reduce their potential liability, some colleges are opting for different solutions and relinquishing their role in controlling student behavior. This tension has, at best, led to ambiguous or inadequate messages and programs by the universities.

Summary

Thus, schools find themselves in a continually precarious position with respect to their policies, actions and potential liability. Further, they must also balance how restrictive they want to be against their desire not to act too much in loco parentis. In addition, they must weigh their position against drinking on campus with their inability to

control potentially more destructive off-campus behavior. Finally, schools must also balance a desire to emphasize moderation with the recognition that drinking is not even legal for the majority of the students. For schools, all of these issues raise a basic question regarding the role of the university. Should this role be narrowly defined with respect to providing only an academic education, or is it to be more broadly viewed in terms of nurturing the physical and emotional--as well as the intellectual--development of students?

SECTION 4

MUCH ACTIVITY, BUT LITTLE EVIDENCE OF SUCCESS

Despite the conflicting concerns discussed in the previous section, more than 95% of colleges and universities have initiated some type of substance abuse policies and programs.[57] This response is due in part to the Drug Free Schools and Communities Act mandate and to the growing recognition of the gravity of the problem.[58] To assist colleges and universities in their efforts to comply with federal requirements, the U.S. Department of Education also spends approximately $10 million per year in grants through the Fund to Improve Post-Secondary Education (FIPSE) for start-up costs to create substance abuse prevention programs. However, there is still no clear model or theory which universally guides campus efforts.

Over the last ten years, while campus-based efforts have grown dramatically, student binge drinking has remained virtually unchanged. Many conclude that despite the great investment by both the universities and FIPSE, little has changed. This is an unfair assessment; a more accurate statement is that there has been insufficient evaluation to determine which of these efforts, or which combinations of these efforts, have been successful on college campuses*. Individual schools may be making great strides in reducing abuse on their campuses but, to date, there have been few reliable appraisals of what works and what does not.

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*It is worth noting that even when research proves the ineffectiveness of certain types of interventions, people are resistant to change. For example, alcohol education programs offered in traditional lecture style have been proven to be successful in increasing knowledge, but not in changing attitudes or behavior. Despite these findings, many schools continue to rely solely on this form of intervention.

It is important to note that students are not always aware of where their colleges stand on alcohol and drugs. Approximately three quarters of students believe that their campuses have a policy, even though **all** campuses certify that they have a policy. Of these, only 47% of students feel their campuses enforce the policy. Even fewer students (38%) were aware of campus programs and activities designed to address substance abuse and, to date, only 7% of students report being actively involved in substance abuse prevention efforts.[59]

As we look at the different policies and programs, it is important to remember that the evaluation of these initiatives is a critical--but currently missing--element in designing efforts that result in meaningful change. Campuses need to think more carefully about evaluating outcomes. The first step in this process is identifying a clear, quantifiable goal that the intervention will achieve and for whom it is intended. Without these, it is impossible to measure the true effectiveness of what a campus does.

I. POLICIES AND PROGRAMS

In developing policies and programs to deal with alcohol, drug and cigarette use, colleges ultimately choose between three goals: 1) complete abstinence or elimination; 2) responsible moderation; and 3) reducing consequences. Frequently the choice of these goals varies by substance and institution. For example, most schools adopt the goal of complete abstinence in the use of illegal drugs and anabolic steroids, but often tolerate responsible moderation for alcohol use for legal drinkers. In general, due to legal concerns, policies tend to lean more towards eliminating illegal behavior, while programs are more likely to stress how to moderate use of and reduce the consequences from legal substances.

Programs encouraging moderation in drinking differ from harm reduction programs but the two are not mutually exclusive. The moderation approach accepts that there will be a certain level of underage drinking and seeks to educate individuals about how to moderate their consumption and assume personal responsibility for their behavior. Slogans such as "know when to say when" exemplify the moderation goal. The focus is on reducing abuse. While some object to the phrase "responsible use" because of its implication that drinking is the norm, most programs are sensitive to this issue, and educate students that decisions about drinking can--and should--consider not drinking at all.

Like moderation, programs that seek to reduce the consequences of abuse acknowledge (but do not condone) that alcohol or other drugs will be used and aim to minimize harmful consequences. For example, rather than seeking to eliminate binge drinking on campus, this goal strives to curb drunk driving, date rape, vandalism, racial and other violence on campus. The most common examples of this are MADD and SADD (Mothers Against Drunk Driving and Students Against Drunk Driving), which not only want to discourage inebriation, but focus as well on preventing the consequences of drunk driving.

A. Elimination

Universities are mandated to have a policy that prohibits any use of illegal substances, including alcohol for those under 21. By law, every college must certify to the Department of Education that it has implemented a program designed to prevent the illegal use of drugs and alcohol. At a minimum, this program must:

1) prohibit the unlawful possession, use, or distribution of drugs or alcohol, on college property or as part of a college activity;

2) distribute material annually on: the health risks of use of illicit drugs and abuse of alcohol; available counseling programs; local, state, and federal legal sanctions, and the college's sanctions;

3) establish sanctions up to and including expulsion and referral for prosecution;

4) ensure consistent enforcement of its sanctions; and

5) review the program at least every two years.[60]

Since the Act only bans unlawful possession and use, in the case of alcohol, it does not mandate that colleges and universities completely ban alcohol for legal drinkers. However, some universities have banned alcohol from the whole community. The percent of colleges pursuing this policy is still small; only 25% of colleges and universities completely ban alcohol or beer on campus, 33% ban hard liquor.[61]

While the total elimination of alcohol on campus has appeal, many argue that it can also create problems. As noted earlier, such on-campus bans may simply drive drinking off campus and into even less regulated environments. In addition, blanket prohibitions against drinking may reduce the school's credibility among its students. Lastly, such bans are not always popular among faculty or alumni who view drinking as part of the college experience.

Alcohol elimination programs and policies also raise liability concerns. The American Council on Education (ACE) strongly cautions institutions from being too sweeping in their policies. If a policy attempts to develop standards that cannot be enforced, easily or without great expense, the school might expose itself to liability because the failure to comply with one's own standards can be the basis for a negligence action. Schools must set realistic policies that can be enforced. If an institution chooses to adopt a

policy banning alcohol, ACE recommends the inclusion of a disclaimer establishing that there was no intention to assume duties to protect students from their own abuse of drugs or alcohol or to protect third parties from the conduct of students.

Whether the college bans all alcohol or alcohol solely for those under 21, vigorous enforcement of either of these policies is simply difficult to impose, considering that 80% of all underage students drink.[62] For the 75% of universities who choose not to ban beer and the 66% that do not ban hard liquor, this has meant imposing strict standards defining the circumstances under which drinking may occur.[63] An enforcement policy must take into account a wide range of alcohol violations: use of false identification card, underage possession of alcohol, selling or giving alcohol to someone underage. There is no information about how aggressively campuses are, in fact, enforcing such policies. For example, although 58% of the schools have a policy of imposing a fine or suspending a student for the use of a false identification card, we do not know how many actually impose sanctions.

Any aggressive enforcement policy will also have to take into account the Student Right-to-Know and Campus Security Act of 1990 which requires that all liquor and drug abuse violations, such as those prohibiting the sale, purchase, possession or use of alcoholic beverages or drugs must be reported. Because these numbers will be publicly available, institutions are concerned with negative publicity. The Department of Education is only now starting to examine these reports on all accidents that take place on campus from violent crimes to ones related to alcohol. But, to date, the lack of candor is obvious.

Universities cite the 21 year drinking age as the most significant barrier they face in articulating a clear-cut strategy. Many campus administrators claim that this law

actually does their alcohol programs more harm than good; almost half would prefer a lower age minimum.[64] There are also studies showing that the increase in the drinking age has led to a marked rise in marijuana use.[65] The gap between the law and reality in this case makes it difficult for administrators to develop policies that are realistic.

B. Moderation/Responsible Decisions

Policies Encouraging Moderation/Responsible Decisions

For illegal drugs, moderation is not an appropriate, explicit goal for colleges. However, it is the frequent basis for implicit policies concerning alcohol. At the institutional level, these policies usually relate to defining appropriate limits on drinking or deciding how entwined the university wishes to be with the alcohol industry.

One approach to encouraging moderation involves setting standards for how parties are to be given and how much alcohol can be served. Colorado State University, as well as many others, has forbidden dispensing beer from kegs, because the availability of a free-flowing source of alcohol increases the possibility of abuse. Princeton defines limits for the hours that kegs can be used in eating clubs. The University of Maryland at College Park only permits alcohol to be served at parties on weekends, but allows Thursday night beer parties for campus organizations whose student grade point average is higher than the previous year. While this program may send the wrong message by making drinking a reward, this was a policy developed by the students themselves.

Other suggested policies include forbidding student organizations from using funds for the purchase of alcohol, or forbidding any member of a student organization from dispensing alcohol. According to a survey of 300 colleges and universities, 95% of all campuses now require that non-alcoholic beverages and 84% require that food be available

at any event where alcohol is served; in 1979, only 54% and 24% of the campuses surveyed had such a policy.[66]

Requiring that only trained servers to dispense alcohol is another institution-wide-policy that can cut down on abuse. Studies have shown that server training can cut in half the probability of a drinker becoming intoxicated. Bartenders are trained to recognize signs of heavy drinking and/or drunkenness, and are required to refuse service to any one who is over a pre-determined drink limit. From a liability perspective, this type of policy--if enforced--can reduce exposure to those states with dramshop laws, where host liability is a significant risk.

Some schools require prior registration for events where alcohol is served. These registration programs can attach certain conditions to the provision of alcohol, such as requiring the students to limit the party to a certain number of guests and to serve only a specific amount of alcohol. For example, Northwestern University imposes a limitation of six beers for every legal aged drinker, with monitoring by the campus police or school security. While six beers per drinker is a considerable amount, this limitation was fought by the fraternities and other student organizations.

As part of the Substance Abuse Prevention Program at the University of Missouri-Rolla, a "mocktail" party is given at the Chancellor's residence for a group of about 70 student leaders. The party includes a bartender who explains how to prepare alcohol-free drinks and general information about responsible party planning. It is the University's belief that by focusing on student leaders, the message filters out to their respective constituencies.

As mentioned earlier, fraternities are notorious trouble spots. As a result of some significant liability judgements against fraternities, there has been pressure from insurance companies as well as the national fraternal organizations for individual houses to have risk management programs. According to the National Interfraternity Conference, the threat of liability and insurance concerns made fraternities more receptive to educational efforts; they suggest that all fraternity parties be BYOB, with alcohol checked at a bar, and distribution monitored. Drinking games, rush period, and hazing rituals are all high risk fraternal activities that some campuses seek to limit. Colgate University does not permit freshman to pledge, and all social activities associated with rush are required to be dry.

Restricting Advertising and Sponsorship

Policies encouraging moderation on campus also can involve curbing the activities of the alcohol industry. While cigarette companies were blocked by law from handing out samples on college campuses, alcohol companies have continued to pursue the college market. A 1991 report, Alcohol Promotion on Campus documented the aggressive marketing practices of the alcoholic beverage industry on college campuses. The report concluded that there had been a significant change in industry practices in the previous two years, as a result of intense pressure from students, college administrations, public health activists, governmental officials and local communities. The importance of the college market can be seen in the statistic that 10% of beer company revenues come from college students.[67] However, breweries are not only interested in current sales, but in trying to establish permanent brand loyalty. An alcohol marketing executive was quoted as saying, "Getting a freshman to choose a certain brand of beer may mean he will maintain his brand

loyalty for the next 20-35 years. If he turns out to be a big drinker, the beer company has bought itself an annuity."

Institutional policy responses to the alcohol industry's marketing efforts on campus can take several forms. Complete bans on advertising of alcohol on the college campus is one possible approach. 20% of all college newspapers do not accept alcohol advertising at all. However, as of 1993, 35% of all college newspaper advertising was still alcohol-related.[68] National alcohol advertising per college newspaper is down from the late 1970's, but still outpaces advertising for books and soft drinks. Student-owned and operated newspapers are particularly vulnerable to losing a high percentage of their funds due to banning alcohol advertising because they are financially independent from the university and thus more reliant on external revenues.

Some campuses, such as the University of Michigan, ban campus representatives of alcohol firms. Campus representatives are students who are paid $200-$300 per month by breweries or local distributors to promote a specific brand on campus. Their role can include arranging sponsorship events, pushing beer sales with student organizations and providing promotional merchandise.

Half of all colleges, including some with major athletic programs such as the University of California at Berkeley, the University of Michigan and Washington State, prohibit alcohol companies from sponsoring campus events. Almost two-thirds of campuses forbid advertising at events or promotions.[69]

Schools can also try to regulate the content of advertising for campus events. Only one-third of all campuses allow advertisements for an event to mention the availability of alcohol. Only 6% of all schools still permit alcohol to be advertised as the primary

focus of an event, thereby eliminating the promotion of "keggers" or "nickel beer night."[70] Some institutions have policies addressing advertising by off-campus bars, forbidding them from using university bulletin boards or the campus radio.

A proposed tact that has been discussed, and has been pursued at California State at Chico, is the complete elimination of any connection between alcohol and the university. The school forbids the use of the university insignia, logo and mascots on drinking paraphernalia or ashtrays. This type of policy may cause a loss of revenue as well as problems with alumni. In fact, some universities profit considerably from alcohol marketing. At one midwestern University, the athletic department sold its mascot image to a major brewing company, which used it on six-packs and beer cans.

Incorporating Education in Disciplinary Programs

According to the Drug Free Schools and Community Act, policies must include some form of enforcement and sanctions when the administration is made aware of a violation of policy. But enforcement policies need not be punitive. A moderation goal would stress education as a sanction, rather than more Draconian measures. For example, when alcohol is involved in an initial behavioral infraction, two thirds of the schools include an alcohol education activity as part of the disciplinary process. For example, at LaSalle University, first time offenders of the alcohol policy are permitted to take a four part seminar on alcohol, its use/abuse, and responsible decision-making in lieu of other disciplinary sanctions. At Rutgers, 25% of the students participating in the Alcohol and Other Drugs Assistance Program are referred through disciplinary procedures, and participate in a group that meets for one hour a week for six weeks. Upon completion of the educational program, another assessment takes place and further counseling is

recommended if needed. Georgetown requires extensive alcohol education for second time violators of its alcohol policy.

Social Life Alternatives

Many students claim that they drink out of boredom because there is nothing to do. Thus, colleges are looking at the development of new activities and social facilities for their students to counter this problem.

For example, on many campuses, the library is the locus of social as well as academic activity, but after it closes at 10 or 11 p.m., students are left searching for a place to go. Ensuring that there are alcohol-free social environments available to them is important. At William and Mary, for example, there is a student run, alcohol-free coffee house. Most schools do, in fact, provide some area to congregate in student unions or lounges. But as David Anderson of George Mason University stresses, these should be pleasant environments; setting aside uncomfortable lounges with stark fluorescent lighting, as some schools do, is not a viable alternative to the local bar.

Athletic facilities are also places where students congregate. Many schools, such as Princeton, have extended hours for the gym and created midnight basketball leagues. Finally, some programs focus on the need to show students that they can have fun without drinking. These activities range from all-night film festivals to theme parties.

There are questions, however, about the extent to which the university should be responsible for creating entertainment for its students; some administrators resent the expectation that it is their responsibility to amuse the students, and see their purpose more narrowly as "educating" students and enforcing academic development. In addition,

many argue that even when they do sponsor such activities, it is still hard to compete with the attractiveness and easy availability of socializing at bars.

Peer Programs

If peer pressure is related to why most students abuse substances, those same peers can assume responsibility to encourage moderation and responsible decision-making. Almost half of all schools use peer counsellors to address alcohol and other drug use. These programs seek to use the concept of peer pressure in a positive way, by educating student leaders in substance abuse counselling, identification, and referral. For these programs to be successful, however, it is important that the students chosen to be peer educators be highly respected among the student body.

At Pennsylvania State University, the DEPTH (Drug Education Program for Total Health) program is a peer program that requires successful completion of a two credit course on alcohol and other drug-related issues to qualify students as peer educators. They conduct educational programs such as "Uppers, Downers, All-Arounders," and "Sex Under the Influence: The Alcohol and Sexuality Connection." Those who receive additional training also may conduct individual counseling.

Texas Christian University has a peer mentor program in addition to a peer education effort similar to Penn State's. A survey is distributed to the entire campus that asks respondents to list students whom they would turn to with a problem. The most frequently identified individuals are asked to serve as mentors. The selected students are then trained to identify the problems facing college students and to address them accordingly. The mentors provide assistance to students, but also refer these students to professional counsellors when the need exceeds the training of the mentors.

Some peer efforts focus on dorm life because, as studies have shown, living on campus and in dorms increases the incidence of alcohol abuse. Many campuses direct training efforts at the resident advisors in dormitories, who are responsible for enforcing alcohol policies.

For example, Notre Dame involves students in peer education through their Hall's Council on Alcohol and Other Drug Issues. Representatives from each residential hall meet once a month to discuss current issues in alcohol and drug abuse and relay the information back to their dormmates. Similarly, the University of Wisconsin/Stevens Point has "Student Reaction Teams," who are hall residents especially trained to educate and respond to other students' problems, including alcohol and drug abuse. Georgetown also trains dormitory advisors to identify when a student has a serious problem and to intervene appropriately.

Faculty Programs

A moderation message is also the responsibility of faculty. Many campuses train faculty to be able to identify and refer students who have alcohol or other drug problems by alerting them to signs such as frequent absences, a drop in grades, inattentiveness and changes in appearance. Some campuses, such as John Hopkins, focus most of their efforts on the faculty, on the theory that this work will have the greatest continuity. Johns Hopkins includes substance abuse training as part of the orientation meeting for faculty, and faculty and staff publications contain frequent articles providing on-going information about prevention activities.

Faculty involvement can also take other forms. For example, when classes need to be cancelled, that time might be used for substance abuse education. At LaSalle

University, the "Cover for a Prof" program encourages professors not to cancel classes, but to schedule an alcohol and other drugs education program to be presented in lieu of class. A general substance abuse information program--or, with sufficient notice, a program geared to the same content as the course--is used.

More ambitious programs to include the faculty are in the early stages of development. Such programs also seek to incorporate alcohol and other drug education into the regular curriculum. At William & Mary for example, a curriculum infusion program is underway. Economics classes might include problems addressing the economic costs of alcohol and drug abuse; marketing courses could discuss the ethical and legal questions involved in marketing alcohol to underage groups; and literature courses may address the alcohol and substance abuse problems of writers and playwrights.

With the exception of a few schools, faculty involvement in dealing with alcohol abuse on campus is generally very low. At the national level, faculty organizations have been essentially silent on this issue. Educators say that it is difficult to convince faculty to take a more active role, given the time demands of tenure, doing research and consulting. Faculty are also leery of getting involved in student issues external to academics without clear support and direction from the administration. In fact, few schools have monitored any significant programs to train or to involve the faculty. Neither the faculty nor the administration has defined the faculty's role in this important element on campus life.

Prevention

Alcohol education programs designed to prevent alcohol abuse exist on the majority of college campuses in this country. Most of these were established when the

minimum drinking age was lowered. In a 1986, 88% had alcohol education and alcohol abuse prevention programs and virtually all of these programs had been expanded within the previous two years.[71]

Traditional approaches to alcohol abuse prevention concentrate on changing individual knowledge or attitudes and on developing policies to regulate alcohol consumption. For example, primary prevention activities may include programs about the effects of excessive alcohol consumption in new student orientations or dormitory meetings and the development of policies to limit locations and times where alcohol is provided. Secondary prevention activities include the training of students and staff in identification and referral of potential problem drinkers, and the provision of special educational programs for groups exhibiting high alcohol use or at-risk for alcohol problems. Tertiary prevention has been the most common element in college programs and typically includes required or self-initiated individual counselling with health center staff.[72]

These programs have had limited effectiveness on reducing overall drinking in the college community. Underlying the programs is the assumption that changing knowledge will change attitudes and behavior. However, studies indicate that this assumption may not be true.

General Education and Awareness

Most general educational efforts focus on responsible decision-making about alcohol, and information about the negative effects of other drugs. For example, there is both a National Collegiate Alcohol Awareness Week (NCAAW) and a National Collegiate Drug Awareness Week (NCDAW). Over 3,000 colleges and universities participate in NCAAW, a program initiated by BACCHUS, a national student organization funded in part

by the alcohol industry. NCDAW is a newer initiative. Safe Holidays and Spring Break programs are additional educational campaigns for which BACCHUS produces a great deal of literature.

Programming for the awareness weeks frequently consists of larger scale educational programs, involvement of outside groups and individuals, and special parties. As part of a full week of educational events at California Polytechnic, the California Highway Patrol has participated by providing two cars involved in alcohol-related crashes. The cars were displayed prominently on campus with accompanying educational literature. Howard University uses celebrity speakers, such as Natalie Cole, who discussed her history of overcoming drug dependence.

Eighty-nine percent of all campuses participate in NCAAW, 61% in NCDAW. Despite this high level of involvement, some believe that the awareness weeks are often the only education efforts on campus, and are too limited and gimmicky to have an impact. They are heavily funded by the alcohol industry and, although there is no apparent attempt to influence the message, the issue of whether industry funding should be accepted for prevention efforts is controversial. Some skepticism can be traced to threats by the alcohol industry to withdraw support for NCAAW if it were combined with the drug awareness week. Some administrators and students also see the NCAAW as little more than a thinly veiled encouragement by the liquor industry to get people to drink.

Targeted Programs

Providing information early in the first semester is considered a crucial element of any educational program, especially for freshmen. Although most college drinkers started drinking in high school, many increase their level of use during their

freshman year (consumption declines in the later college years). At present, 81% of all campus substance abuse programs include a component for education during the freshman orientation process.[73] Dartmouth College for example, puts on a New Student Orientation Alcohol Program during orientation week. This includes general information, skits, a panel, and audience participation. After the program, dorms hold small group discussions with their residence advisors, and the evening concludes with a non-alcohol focused social activity.

Other schools have tried to continue this message throughout freshman year. In their academic year calendar distributed to freshman that highlights all the important events for the year, Notre Dame includes a section on alcohol abuse. Georgetown has periodic freshman forums throughout the year to reinforce the moderation message. Missouri Valley College and Midwestern State University also require alcohol and drug abuse courses in the freshman core curriculum.

Education outreach methods vary by the target population the university hopes to reach. Cornell University developed the IQ Network, an online computer program, as a method to reach commuter students. It contains research based information on the effects of alcohol and other drugs, a knowledge-based quiz that awards points towards a T-shirt, and a self-assessment questionnaire. LaSalle installed a similar network on its campus.

Treatment

The Task Force on Alcohol and Other Drugs of the American College Health Association notes that the emphasis among colleges is on prevention, rather than treatment for dependence and addiction. The National Association of Student Personnel

Administrators has observed a trend in college health programs cutting back on services, including treatment.

Nevertheless, despite these trends, most campuses do provide some form of counselling, and have referral systems for additional treatment needs. Permitting easy access on campus to recovery programs such as Alcoholics Anonymous, AlAnon, Narcotics Anonymous, and Adult Children of Alcoholics is seen as an important component of treatment programs. Almost three-quarters of all campuses offer a group counselling experience, specifically for students who are problem drinkers, or for students whose lives are being negatively affected by a person (e.g., family member, roommate) with a substance abuse problem.

Brown University supports the "Lunch Bunch," an informal gathering of people in recovery who meet every four or five weeks. An Associate Dean, specifically for Chemical Dependency, maintains a voluntary list of those in recovery from all segments of the academic community, and sends them a confidential invitation to these lunches. In addition to the informal support network this provides, it gives people an opportunity to experience social life without chemicals. The Dean stresses the importance of these types of gatherings, because they cut across the regular campus hierarchies by including faculty, students and administrators. He also notes that this type of program is very inexpensive.

Residential treatment is another approach. While it is unusual for schools to have treatment facilities, Rutgers has a campus-based, partial-residential treatment program for student substance abusers. This experimental program serves fifteen students at a time in dormitories, and can accommodate another ten students as participants in a day program. The goal is to allow college students to continue in their studies while also receiving

intensive substance abuse treatment. Some argue that this stigmatizes the participants and may make some reluctant to seek treatment. Nevertheless, this program is being evaluated and may ultimately become adopted by other schools.

Incorporating Alcohol Issues into Broader Prevention Efforts

Some institutions focus their prevention programs on reducing the negative consequences of excess use. Courses or forums addressing sexuality and date rape frequently discuss the connection with alcohol abuse. Those programs may not be billed as alcohol education, but serve to make the crucial connection between alcohol, impaired judgement, unplanned sexual activity, and the increased risk chances of pregnancy and sexually transmitted diseases including AIDS. Educational materials from BACCHUS targeted toward women focus on specific health issues for women, such as the disparate effects of alcohol on females, as well as health concerns about pregnancy and substance abuse.

Programs dealing with violence or hate crimes also include a discussion of the involvement of alcohol and other drugs. As noted earlier, at a minimum, two-thirds of the damage to campus property or violent behavior involves alcohol. Policies addressing student responsibility for property damage can be seen as reducing some of the consequences of drinking. For example, willful vandals of campus property at Princeton must pay for any damage they cause and participate in early morning (5 a.m.) cleaning duty as punishment. At Yale, if a fire extinguisher is used inappropriately, all the residents of that particular entryway are fined, a policy that leads to peer policing of that particular behavior.

Drunk driving programs are another educational effort directed toward the negative consequences of excessive alcohol use. Beyond the widely publicized "designated driver" campaigns there are "ride home" programs, which provide transportation to people who have had too much to drink. "I'm Driving Club" programs, supported by BACCHUS, encourage bars to give free, non-alcoholic beverages to drivers. There are also programs centered around "pledges"--getting students to sign pledges that they will not drink and drive.

II. CONCLUSION

While models exist for policies and programs to achieve each of these goals, few campuses are integrating these approaches into an overall strategy. As articulated by Thomas Goodale in his report for the Association of Governing Boards of Universities and Colleges, the elements that make for a successful program include 1) support from the top (i.e. the president, trustees); 2) commitment to a permanent program; 3) shared ownership among a full range of campus constituencies, including students and faculty; 4) high visibility and clear goals; 5) a prevention program staff; 6) approaches stressing individual decision-making; and 7) programs tailored to the needs of a specific campus.

Lack of funding is the most common complaint from administrators involved in campus activities, who say the absence of financial support reflects the low priority given these programs. The Department of Education's Fund for the Improvement of Post-Secondary Education (FIPSE) has been a major source of funding for college campuses. Grants range from $40,000 to $205,000 per institution, and as of 1992, FIPSE had awarded 600 grants (there are more than 1,500 eligible schools in the United States). However,

FIPSE alone can not fund these programs, especially because their grants only provide seed money for up to two years to help schools establish their programs.

The National Association of Student Personnel Administration notes that, although grantee institutions must pledge to follow through on the FIPSE-initiated programs, the loss of the federal money after two years frequently leads to a reduction in, or termination of the program. Colleges are well-intentioned but, in light of their fiscal situation, without an outside source of funding, programs are often cut, particularly since it is difficult to assess a program's effectiveness. FIPSE money is also limited to prevention programs, leaving the overall effort without a significant treatment component. Moreover, FIPSE grants have, in the past, been limited to programs with a "no-use" message, a position recently criticized by the Government Accounting Office as cutting off promising programs with the "responsible use" focus.

Of greatest concern, because little has been spent on evaluation, is the fact that the effectiveness of these interventions is not known. Academic reviews of the literature indicate that, in general, existing substance abuse education efforts may increase knowledge and may change attitudes, but there is seldom any significant behavioral change. Some studies by Northern Illinois University concerning peer education show more promising results. However, there is still very little reliable evaluation data on a significant number of programs and survey methodologies used on college campuses, making comparisons of programs very difficult. Even if an approach is successful on one campus, it cannot be assumed that it will work elsewhere.

The Commission has found a lack of support from the top administration at colleges. This is reflected in projects such as the Network of Colleges and Universities

Committed to the Elimination of Drug and Alcohol Abuse. This group, with 1,300 members, was started in 1987 by the Department of Education as a planning group to address these issues. However, the Department has been disappointed in the Network which, while intended to attract college administrators at the President/Vice-President level, now primarily involves health services and alcohol education program personnel, rather than these high level decision-makers.

This lack of attention is particularly serious given the continuing intensity of heavy drinking on campus, especially the rate of increase among women as well as men. Dr. Henry Wechsler sums up the current situation best in his report on binge drinking in the Journal of the American Medical Association: "Despite the public focus on drinking in the college population, the educational efforts colleges have to perform following the federally-mandated Drug Free Schools and Campuses Act and the establishment of FIPSE, there has been no noticeable reduction in the level of heavy drinking among college students." This is still a problem in search of a solution.

SECTION 5

RECOMMENDATIONS

Acknowledging Their Full Role and Accepting Responsibility

Alcohol abuse is a national problem, but abusive drinking in the college and university environment is of particular concern not only because of its effect on students individually, but on the collective future of the entire nation. Unfortunately, the policies and programs implemented to date by colleges and universities have not sufficiently alleviated the problem on their campuses, despite a downward trend in alcohol consumption among the general population.

Other institutions, including industry and the Army, have started to recognize the real and present danger of substance abuse and its affect on productivity and performance. Industry has increasingly supported smoke-free work environments, employee assistance programs, and other support services to meet the needs of their workers. In the same way, the Army has launched a worldwide program to prevent and treat substance abuse. If substance abuse within the academic community is not viewed with a similar sense of urgency and seriousness, there will be little of the commitment necessary to counter the abuse of alcohol and other substances on college campuses.

Colleges and universities do not have control over what happens beyond the gates of their campuses. Students have lives outside of school, and the larger society inevitably influences the way they think and behave. However, colleges have primary responsibility for the culture that is developed and supported within their communities. Institutions of higher education must recognize that, while eliminating abusive drinking is

not solely their responsibility, they do have a significant and vital role in influencing and changing the behavior of their students. Thus:

> **All members of the university community must openly acknowledge that their role extends beyond fostering the academic development of students, and schools must accept responsibility for providing programs that support the social, emotional and physical development of students, ease their transition towards adulthood, and prepare them for their critical roles in the society of the future.**

Changing the Campus Culture of Abusive Drinking

Many of the good efforts initiated by college and university student affairs offices and health services to reduce excessive drinking have been thwarted by the very culture of the campuses. Either implicitly or explicitly, institutions of higher learning have allowed the culture of abusive drinking to thrive on their campuses through the mixed messages the students receive. The attitudes and actions of faculty, alumni, parents and others in the college community often convey an impression that abusive drinking is an acceptable part of the culture, and is simply one aspect of the overall college experience.

The purpose is not to point fingers, or to lay blame. In fact, everyone is partly responsible for widespread alcohol abuse on college and university campuses. What is needed instead is a public acknowledgement by all colleges and universities that the problem is universal, and a pact between universities that they will collectively take steps toward changing this culture on campuses. Therefore:

> **It is crucial that all persons at all levels within the college community--from trustees, college presidents, deans, athletic coaches, faculty, parents**

students--recognize the gravity of the alcohol abuse problem, accept responsibility for it, and promote a "cultural transformation" within their community, one that makes it clear that excessive use of alcohol is unacceptable behavior.

Schools must acknowledge openly that a problem exists which is not only dangerous to the student, but to the entire academic community, and to the goals of higher education. The old culture glorified drinking; the new one should intellectually challenge this notion and set new standards. Abusive drinking must no longer be viewed as acceptable social behavior, nor should anyone consider him/herself without a responsibility and a role in addressing this problem. This new message must be consistent across each institution and over time. Further, the commitment to this new culture must be reflected through all policies and programs, and through the resources a school allocates to the problem.

Institutions of higher education are especially well-equipped to make these needed changes. They possess the intellectual resources, the opportunities to intervene, and the capacity to evaluate and refine their efforts. In fact, creating or changing cultures is not necessarily new to colleges. There are already clear differences in institutional cultures; each university sets its own ambiance on campus, attracting certain types of students.

Changing the culture may simply mean supporting existing cultures that have less visibility. University campuses have many constituencies: there is no monolithic campus culture. But unfortunately, heavy drinkers have a disproportionate impact on defining what the dominant campus culture is. Colleges and universities need to join together to strengthen positive cultures and to limit others.

Changing the Image--Telling the Truth About Abusive Drinking

One important aspect of altering the culture is to challenge the entire existing set of beliefs about alcohol. Rather than being seen as a liberating force, drinking must now be viewed as the crutch upon which the student is dependent in his/her efforts to attain glamour and popularity. Students must understand that alcohol abuse should be associated with throwing up, sexual incapacity, violence, and poor academic performance. Contrary to what many people think, alcohol abuse limits us, it does not liberate us. Further, students must not view alcohol abuse as a victimless problem that only affects those who drink heavily. Rather, it must be seen as one that jeopardizes the safety and well-being of others as well, impacting their parents, other students, the entire campus, and even the broader community. In fact, it is often a minority of students who are affecting the quality of life for the majority. Thus:

> **With more accurate images of alcohol as a destructive and limiting force, universities should replace the notion of drinking as an avenue to success and popularity.**

Unfortunately the 'image' of alcohol has developed over a long period of time, with the help of billions of dollars in alcohol advertising, and the acquiescence of college trustees, administrators, faculty, alumni, and parents. Countering these images is a difficult task and cannot be accomplished just through an anti-alcohol campaign alone. Self-righteous campaigns are not going to change a culture, particularly a student culture that tends to be skeptical of authority and ready to ignore preachy messages. Rather, changing the culture can only be achieved through advocating a strong, though reasonable, position that reflects the students' needs and values. This must be reinforced by positive

drinking habits of staff, faculty and alumni. In addition, schools must realize that alcohol has often played an important, albeit destructive, role in helping students cope with the academic and social stresses of college. Thus, in addition to changing alcohol's images, colleges must make a "fair trade." If alcohol has been used as a crutch in the past, it needs to be replaced by new, more positive sources of support.

ASSIGNING RESPONSIBILITY

Changing the culture and images with regard to alcohol is a complex process. To accomplish this, the problem must be confronted at every level of campus life. Any plan of action must define the responsibility of each critical group in the university community, from the president and trustees, to admissions and development offices, to the student government. Based on the experiences and suggestions of many colleges and universities, the following recommendations define some specific actions that can be taken by different members of the campus community:

RECOMMENDATION:

The president and trustees must make the issue of alcohol abuse and its consequences a top priority.

Examples of Actions:

- Convene a special meeting of the Board of Trustees to report on and to discuss alcohol issues on the campus, and designate time at all future board meetings for ongoing discussions of alcohol and drug issues and reports on progress made in addressing the problem.

- Commit a portion of the university budget specifically for programs/social alternatives with the clearly articulated purpose of reducing substance abuse (e.g. training programs for students and faculty on how to confront a friend with a substance problem).
- Hold frequent public forums with different members of the college community to seek wide input on what needs to be done to create an environment where students do not feel they 'need' to drink or take drugs.
- Assign each administrative department a role in dealing with substance abuse (e.g. development offices responsible for informing alumni of issue, health center should have open forums, faculty advisors must incorporate a discussion of substance abuse in their consultations with students, etc.)
- Budget and support evaluations by faculty of the success of various interventions. Challenge the community to think critically about the issue, what constitutes success and how effective programs and policies are.
- Attend and support programs conducted by student affairs, the health center, or other departments that confront the alcohol issue or its ramifications. Presidents must do more than pay lip service to this issue; they must be involved actively and visibly.
- Work with local community leaders, law enforcement, beer or alcohol distributors, and off-campus bars to reduce access to alcohol/beer off-campus (e.g. Columbia worked with an off-campus bar to reduce the price of soft drinks as a way of encouraging students to substitute cheaper non-alcoholic beverages for alcohol):

RECOMMENDATION:

Following the lead of the president and trustees, admissions and development offices must get involved in the issue, raising it with alumni and prospective students alike.

Examples of Actions:

- Publish articles in alumni magazines promoting the campus's efforts to change the way students view and use alcohol and drugs as well as highlighting the dangers associated with alcohol and drugs generally.
- Endorse and participate in an "Alcohol Awareness Index" (see below) to be used across universities for prospective students and parents, and publish it in the school's admissions catalog. This index would serve as a "checklist" to identify the degree to which your school encourages an environment that does not support abusive drinking.
- Openly discuss alcohol and drug issues at alumni reunions and seek alumni assistance/ideas in how to realistically change the campus environment to promote healthier lifestyles.
- In planning alumni events, shift the focus away from alcohol, either by sponsoring activities that do not include alcohol or that cut down on the amount of time alcohol is openly served (e.g. limit cocktail time to a half hour).

RECOMMENDATION:

Deans of students, student affairs personnel, counseling offices, and health centers need to further the president's mission by developing, implementing, and evaluating programs that encourage non-abusive behavior.

Examples of Actions:

- In developing programs to address the needs of students with problems, student affairs offices should tailor these efforts to meet the needs of individual students. A single program directed at all students will not work.
- Target alcohol education interventions at freshmen to occur not only as part of the initial orientation, but throughout the year.
- Devote special attention to programs for women, focusing on the greater detrimental effects due to biological differences, as well as rape victim issues.
- Use existing support structures such as faculty and resident advisor programs to help raise the issue of alcohol abuse with students, identify people in trouble, and refer them to the appropriate programs. Provide adequate training and programs that permit easy referral and ensure confidentiality. Also train resident advisors to serve as mentors and continuing role models for freshmen.
- Provide training to students both to identify and to deal with drinking problems among their peers.
- Seek out faculty assistance in evaluating the successes and failures of different interventions undertaken. Use this data to argue for additional funding.
- Collect and monitor information on students' views of alcohol and other drugs annually (preferably using nationally prepared surveys) to: 1) target interventions to groups of students at greatest risk, 2) monitor attitudes toward specific policies and programs, and 3) measure any changes over time.
- Organize ongoing forums and focus groups to discuss students' misperceptions of alcohol/drug use by their peers compared to actual behavior and to gain input regarding

existing and proposed programs and policies. Also, raise students' awareness of the relationship between alcohol and crime, violence, racial tension, vandalism, date rape, and AIDS.

- Develop and sponsor programs that support students who do not drink or who are in recovery. These may include alcohol-free residence halls, on-campus treatment and insurance coverage for treatment.
- Encourage the creation of self-help groups on-campus such as Alcoholics Anonymous which would put students, faculty, and administrators who share a substance abuse problem on equal ground.
- Develop alternative recreational, cultural, and social activities to fill leisure time and provide students with options other than drinking parties and bars.
- Promote student voluntarism in community-based organizations, such as rape crisis centers, mentoring/tutoring programs, soup kitchens, Big Brothers/Big Sisters, or internships in local community businesses, to increase student's sense of "self" and of a feeling that they are contributing something meaningful to society.

RECOMMENDATION:

Because of the faculty's close contact with students, its status as the university's most enduring constituency, and the direct effect of drinking on students' academic performance, the faculty must take a leading role in changing the drinking culture on campus.

Examples of Actions:

- Learn to be aware of the signs and symptoms of alcohol/drug problems among students.

- Let students know that professors are available to discuss not only academic issues, but other concerns that may be affecting their lives.
- Where appropriate, incorporate discussions of substance abuse into lectures and group projects (e.g. An economics course could include a project on how to estimate the costs of substance abuse to businesses or a sociology course could discuss the history of alcoholism and its affects on certain populations).
- Initiate activities that make use of the faculty's academic expertise. For example, education, sociology or psychology faculty should work on curriculum development for alcohol and drug education, research on prevalence of alcohol use and attitudes towards it, and evaluation of policies and programs designed to prevent alcohol abuse.
- Be aware of--and willing to admit--one's own substance abuse problem and seek assistance.

RECOMMENDATION:

Athletic departments, and coaches in particular, must strongly discourage the abuse of alcohol and other drugs on their teams and encourage healthier ways of celebrating and excelling.

Examples of Actions:

Coaches should:

- Serve as a role model for their teams.
- Identify athletes that can take a leadership role in discouraging the abuse of drugs by their teammates.
- Talk openly about substance abuse and the problems players may encounter.
- Encourage the team to support other team members with problems.

- Initiate programs for non-athlete students, using athletes as role models and mentors.
- Plan post-game events that do not rely on drinking and drunkenness as a necessary part of victory celebrations.
- Be required to learn more about substance abuse and its consequences through programs such as the Betty Ford/NCAA Professional-in-Residence Program.

RECOMMENDATION:

Alumni should provide positive support to the school's efforts to shift the campus culture away from drinking.

Examples of Actions:

- Be aware that, at on-campus reunions, alumni can act as role models for students with respect to drinking and partying.
- In planning alumni events, consider making alumni events dry or less focused on drinking.
- Alumni funding drives might specifically earmark funds for creating social or recreational alternatives to drinking, or for alcohol and drug-related programming.
- Recovering alumni may want to participate in programs for students by describing the impact of their own college experience on their problem.

RECOMMENDATION:

Parents must be diligent in pushing colleges and universities to discourage substance abuse and must be willing to get involved.

Examples of Actions:

- Demand that colleges and universities provide a specific plan for how they are dealing with substance abuse ard attempting to change the culture.

- Ask whether the college fulfills the minimum requirements of the Alcohol Awareness Index described below.
- Talk openly with children about alcohol and drugs and convey the danger of using substances, both before going to college and during their undergraduate career. They should not mitigate the impact of alcohol by focusing on concerns over illegal drugs.
- Parents should be willing to admit when their own children have drinking problems and work with schools to address those problems. They should not rely on the school to assume full responsibility.

RECOMMENDATION:

Students should not wait for the university to initiate campaigns against substance abuse, but should take the lead themselves in discussing the issue and identifying ways to improve the culture on campus. Demand that college be something more than just two or four years of drinking.

Examples of Actions:

- Challenge existing social norms that push alcohol as the only way to have fun. Question authorities like the alcohol industry that try to sell the idea that alcohol is the only way to have friends, to be popular, etc. Set your own norms.
- Take responsibility for your behavior, and really think about why you drink.
- Watch out for friends and be willing to confront and help them with their problems.
- Get involved in peer counseling and support groups. Also, take part in voluntary programs like AIDS or rape crisis centers, Big Brother programs, political activities, etc.

- Work with Student Affairs to propose social alternatives to drinking that realistically would attract students, like concerts, plays, midnight basketball, travel and study programs.
- Get the student government to set up a substance abuse committee that would initiate and review school programs and polices, and communicate with the student population about these programs.
- Encourage the campus newspaper to cover "substance abuse" as a beat, mentioning the role of alcohol and drugs in stories about date rape, violence, and vandalism, when they are involved. Provide advertising and public service announcements for campus radio and TV that counter alcohol industry advertising.

FEDERAL GOVERNMENT

While universities are responsible for changing the culture on their campuses, federal and state governments can take steps to assist them in their efforts. The Commission acknowledges the contribution that the Department of Education has already made through its FIPSE grants. This continued government support and funding is necessary to assist institutions of higher education in reducing alcohol abuse and its consequences on campus. But any grants program can be improved and the following are a few actions that the federal government might take not only to make more efficient use of existing funds, but to enhance the information available on alcohol-related crime and the evaluation of interventions to reduce alcohol abuse.

RECOMMENDATIONS

- **Evaluate FIPSE programs**. Federally-funded demonstration programs need to have an evaluation component built into the funding mechanism. In addition, information on

what interventions work and do not work should be disseminated to all colleges and universities (not just FIPSE grantees). Despite a great deal of enthusiasm on the part of alcohol counselors and program directors, the level of confidence in interventions far exceeds the level of evidence.

- **Provide FIPSE Funding for more than the current two years, as well as assisting colleges in developing mechanisms for ongoing funding.** Programs need time to be fully implemented and to determine whether they are effective. The current two-year limitation on FIPSE funding has resulted in many institutions initiating campaigns that are then abandoned or sizeably cut back due to insufficient funds once the grant ends.
- **Amend the Campus Security Act to require identification of crimes where alcohol (or other drugs) was involved and require greater analysis and monitoring of these data at the Department of Education.** Currently, it is difficult to gather data regarding the involvement of alcohol or other drugs as a causal factor in campus crimes, since substance abuse is only reported when it is the crime itself (e.g., possession, sale). Crime reports should indicate when alcohol or drugs was involved. Also, there needs to be much more rigorous oversight of the reporting of these data. An audit system should be created to hold universities accountable for the accuracy of their reported crime data. In view of the estimates that alcohol is involved in 90% of campus violence and rape, this is critical.
- **Fund more research on a spectrum of program interventions that match the needs of different groups.** While studies have shown great diversity among students--and institutions--with respect to drinking patterns, little is known about the reasons for these variations. More research is required in order to learn about the diverse motivations as to

why students drink--or do not drink. Greater understanding of this may lead to more focused and effective programs to curtail excessive drinking. Demonstrations should be comprehensive and should involve a multi-faceted approach employing a variety of prevention and treatment interventions, rather than testing a single intervention. Lastly, these demonstrations should be targeted to deal with specific groups at risk, e.g. freshmen, fraternity members.

ALCOHOL AWARENESS INDEX

To assist colleges and universities in assessing their own programs and to help parents in comparing different schools, CASA has designed an index to be used publications that report on--and rate--institutions of higher education. The **Alcohol Awareness Index** serves as a "checklist" to identify the degree to which a school creates an alcohol-responsible environment that does not support abusive drinking.

While the final index should be designed with the expanded input from colleges and universities, the following checklist is a suggested structure, including questions that might be included as part of the index.

ALCOHOL AWARENESS INDEX

Set Explicit Policies with respect to Alcohol Use and Abuse:	Does the school have a realistic and clearly articulated alcohol and substance abuse policy?	
	Is the policy widely and repeatedly disseminated?	
	How often is the policy disseminated?	
	Was the policy developed with the involvement of students and other members of the college community?	
	Was the policy explicitly endorsed by the college president and trustees?	
	Is the campus smoke-free?	
Committing Adequate Resources:	Does the school have a clearly identified and visible entity or entities to carry out and implement alcohol and substance abuse policies and programs?	
	Do these entities involve participation of faculty and students?	
	Is there someone senior who is in charge and accountable to the President for the success of these efforts?	
	How much money is budgeted for substance abuse-related programs?	
	Is staff time allotted specifically for substance abuse-related programs?	
	How much staff time is allotted?	
Offering Prevention and Treatment Programs:	Does the school have a full range of substance abuse services available? Specifically: Education?	
	Peer support and counseling?	
	Professional treatment and after-care?	
	Are these services sufficient to meet the potential demand?	
	Are there specific referral, assessment and placement mechanisms in place to facilitate the process and assure confidentiality?	
	Does the school provide a full range of services to promote healthy behavior?	
	Does the school provide a full range of services to build self-esteem (e.g. community service/volunteering, internships, etc.)?	
	Does the school provide a full range of services to provide alternative options for leisure time activities (e.g. mid-night athletics, lecture series, concerts)?	
	Is there an array of specific services targeted at high-risk groups? Specifically: Freshmen? (beyond orientation)	
	Fraternities and Sororities?	
	Students with history of prior drinking problems?	
	Women?	
	Are these activities well-attended?	
	Does the school have feedback mechanisms which keep students informed of the actual, rather than perceived level of drinking on campus?	

Banning Advertising and Promotion:	Does the school ban beer, alcohol and cigarette advertising and promotion on campus: From sporting events?	
	By student representatives hired to promote these products?	
	In campus newspapers?	
	By disallowing use of college logos by the alcohol industry?	
	Does the school have its own campaign of counter-advertising?	
	Does the school run anti-alcohol public service announcements on the campus radio station?	
	Does the school have anti-alcohol ads in campus publications?	
	Does the school have anti-alcohol promotions at athletic events	
Controlling Abuse at Campus Functions:	Does the school regulate the use of alcohol on all campus property?	
	Does the school prohibit the sale of alcohol to minors?	
	At all campus events, does the school require: Trained servers?	
	Open availability of non-alcoholic beverages?	
	A limit on the number of drinks served per person?	
	Student I.D. for any event where alcohol is served?	
	Does the school have sanctions for those who violate these policies?	
	Does the school limit drinking at alumni or faculty events?	
	Does the school require counseling for students who are sanctioned or who are known to abuse alcohol?	
Collaborating with the Local Community:	Are there official arrangements with local authorities and beer/alcohol distributors to have policies consistent with campuses including: Enforcement of underage drinking?	
	Designated driver programs?	
	Serving of non-alcoholic beverages?	
	Trained bartenders?	
On-going Monitoring of Policy and Program Effectiveness:	Does the school have on-going monitoring of the level of drinking?	
	Does the school have on-going mechanisms to monitor the success and/or failure of its programs and attitudes towards them, and means to feed this information back in order to improve their programs?	
	Is this information being shared with all those involved, including trustees, alumni, and parents?	

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